SURVEY
Midmonthly

FEBRUARY 1941

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SOCIAL WORK AT THE GRASS ROOTS

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Gertrude Springer

WHAT IT IS
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WHAT IT TAKES
Louis Towley • Pearl Salsberry • Mary L. Rogers

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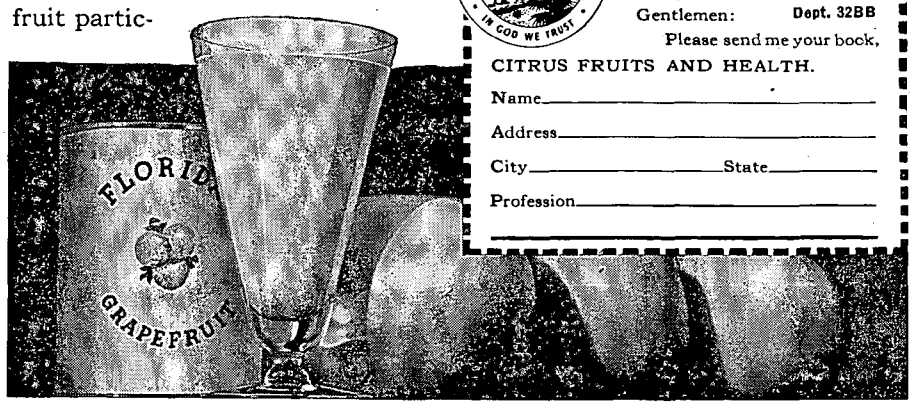

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112 East 19 Street, New York

February 15, 1941

Dear Survey Reader:

We had the likes of you in mind in bringing out this special number on Social Work at the Grass Roots. That holds whether, in the jargon of categories, your habitat is city or country, your outlook lay or professional.

For there's both zest and a light touch in the way Gertrude Springer and the collaborators she has brought together, throw windows open for all of us. We look out on pioneering as exciting as those decades when earlier American innovators were stretching the seams and gussets and bands of our public school system to cover the shoulders of a continent - and the full span of youth.

But more: we had in mind friends and acquaintances of yours who would like to have a look through those same open windows. Or who may question how and whether the vast outlays of federal, state and local governments pan out in reinforcing men, women and children in the far reaches of the U.S.A. Here are 40 pages of reassurance such as comes only from realities and their expert appraisal, from frankness mixed with the salt of humor.

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Sincerely,

Paul Kellogg

Paul Kellogg
Editor

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The Gist of It

THIS SPECIAL ISSUE HAS BEEN IN THE editorial hope chest for some three years, ever since *Survey Midmonthly's* peripatetic "Miss Bailey" left the beaten paths of urban social work and took to the country roads to see what was happening on the social frontiers of rural America. The plan for it has undergone many mutations. A succession of those "staff huddles" by which special issues of the *Survey* are evolved, finally shaped its approach to the subject of rural social work in terms not of purpose and program but of people—those for whom the welfare services exist, those who give them human meaning and make the community climate in which they function.

THE PHOTOGRAPH BY D. G. SPRINGER with which the issue leads off gives one answer to "How It Came," for in long-suffering cars, through woodlands and over prairies, social work in a very literal sense, went to the country.

IT IS NOT NEPOTISM BUT COINCIDENCE that puts so many Springers into this issue. Gertrude Springer, whose article (page 37) is designed as background for those that follow, has been a *Survey* editor for going on eleven years. "Miss Bailey" is her alter ego.

"MISS BAILEY" SPRINGER IS NO KIN, except in spirit, of D. G. and N. Springer whose articles (pages 41, 44) complete with pictures, dropped unheralded into the *Survey* office and were taken promptly to the editorial bosom. These Springers (D. G. is Mrs.; N. is Mr.) are Californians. Their material was gathered by D. G. while a field representative of the California Department of Social Welfare. Says she: "First draft and photographs are by D. G.; final draft by N." So final was "final draft" that the manuscripts went "through the works" to publication with scarcely a scratch of the editorial pencil—a feat indeed.

UNDER THE COVERING CAPTION "WHAT It Takes" are three articles by people who know from firsthand experience what they are talking about. Louis Towley, well and joyously remembered as the author of "Gover'ment Cow," [see *Survey Graphic,* December 1936] has long been associated with the Minnesota State Department of Social Security. Many of the problems of staff adjustment gravitate to his desk. His article (page 49) is drawn in part from an unpublished paper prepared for the 1940 National Conference of Social Work.

PEARL SALSBERRY HAS MORE RURAL roots than is indicated by her present job with the New York Travelers Aid Society. From private case work practice in Minneapolis she plunged into the FERA in North Dakota and stayed with it for the duration. This, and later experience in Hawaii and in rural Illinois counties, convinced her that rural workers "have got to do an awful lot for themselves." (Page 51)

"SALLIE CARTER" (PAGE 54) IS NOT AN autobiography says her creator, Mary L. Rogers, who first appeared in *Survey Midmonthly* in December 1939 with "Geechee Case Record." She is director of public welfare in Liberty County, Georgia.

MARILLA RETTIG'S "WHY I DO NOT think i would make a good rural case worker" (page 55) was published in *Survey Midmonthly* of January 1936. It too came unheralded out of California. It is reprinted by request.

"AND HERE ARE RURAL WORKERS," (page 56) presents a fair sampling of the people who are functioning down at the grass roots where The Perfesser and Old MacDonald live. Many were proposed for this album but space limitations being what they are, few could be chosen. In each instance the choice was suggested by one or another of the worker's "higher-ups."

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SURVEY MIDMONTHLY

FEBRUARY 1941

VOL. LXXVII NO. 2

HOW IT CAME

"In Predominantly Rural Areas"

By GERTRUDE SPRINGER

CHALLENGE Number One to American social work for years has been the dearth of modern social services in rural areas. Until recently, however, the problems inherent in the challenge had more attention from sociologists than from social workers. Not until the events of the past decade determined their proportions and characteristics was their treatment taken out of the realm of social theory and put squarely into the domain of social practice. As a result of this shift from the academic to the practical, social work has found itself on a new frontier with new demands on its principles, its experience, and its capacities.

To say that rural social work is something new in American life is to ignore the record. It did not burst on the scene with the coming of the Federal Emergency Relief Administration or even with the Social Security Act. For a generation or more it had been gaining headway. The index of the proceedings of the National Conference of Social Work up to 1933 has some 120 references to rural problems with advice to "See also Agriculture, Country, County, Farm, Farmer, Town, Village." Prior to about 1917 the references are scanty. But in 1917 and 1918 growing interest in the rural community, largely in terms of group activities and child welfare, began to register itself. In 1922 the U. S. Children's Bureau started a series of publications which emphasized the problems of child care and protection, particularly in rural and small town communities. While these publications did not affect greatly the stream of social work as it then was organized, they indicated the direction of a growing current frequently reflected in conference papers and discussions.

By 1925 the sociologists in the conference were putting into the record not only their observations of the rural scene but a good deal of sound social work doctrine. In that year Prof. Walter Burr of the University of Kansas said:

> It is not our business to build [rural] communities after a preconceived ideal. It is our business to come upon the life of a community as it actually is now, help to release resident forces for expression, study the process by which they continue to operate, and proceed from lower to higher. Anything other than this partakes of despotism, however benevolent the intention.

The following year Prof. Garret P. Wyckoff of Tulane University in a paper, "Educating the Field Outside the Metropolitan Centers to Demand Trained Workers" (a title for which he had the grace to apologize), dropped the caution: "It is not safe to put over the trained worker on people who have not some appreciation of the value of the work."

The records of the next several years show increasing awareness of the rural field. Though much of this was in terms of sociology, there were other approaches, for example a paper on "The Concern of Case Work with the Tenant Farmer" and another, "Undifferentiated Case Work Through the Medium of Rural Schools." There were, too, certain prophetically mournful allusions such as to "the problem of the frequent changes of public officials which interrupt the cooperation that should exist between officials and social workers," and to "rural resistance to ideas from outside."

THE National Conference was, of course, merely the index of a steadily growing concern with rural social problems. The studies of the Children's Bureau deepened this concern, as did the activities of those social agencies whose programs reached beyond metropolitan centers. The extension of systems of widows' aid or mothers' pensions, slow and spotty as it was, revealed great areas of socially virgin soil. Here and there local overseers of the poor began to break away from the old pattern of their calling and to chafe against the limitations of their services. The White House Conference on Child Health and Protection, called by President Hoover in 1930, gave impetus and direction to the general stirring.

All these things added up to something, but the fact remains that prior to the advent of the FERA the social needs of rural America were somewhat like Mark Twain's

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weather, everybody was talking about them but no one was doing very much. In only a very few of the states was there any form of social service in rural and small town communities.

Then came the FERA, a social bomb if ever there was one, the reverberations of which were felt in every nook and corner of the land. Into every crossroads village and town came standards such as their people never even had imagined, standards of relief, of administration, of personnel that were so much Greek in terms of rural habits of thought and action. This is not the time or place to discuss the sins of omission or commission of the FERA, nor to belittle its accomplishments. Its job was to get relief through to desperately needy people. That it elected to do so within the framework of generally accepted social work principles is to its everlasting credit, even though the chips flew far and wide.

The FERA had no time to "proceed from lower to higher," to engage in those slow processes of community education and acceptance that are the backbone of a sound social work program. It had to do things that partook "of despotism, however benevolent the intention." Its insistence on standards of relief and of personnel was no less bewildering to the communities than to most of the personnel itself. Its methods, while within a framework of principles, were misunderstood and often distorted in practice. But no one will deny that it exposed to the public eye the extent of need and the paucity of social resources in rural areas.

ALONG in 1933, when confusion was at its height and rural workers were at their wits' end to know what they were expected to do, the Family Welfare Association of America brought out a slender little book, the importance of which as a contribution to the development of rural social work must not be overlooked even in such a bird's-eye review as this. It was Josephine Brown's "The Rural Community and Social Case Work." To many of the new workers in the vineyard it sounded like one of those how-to-do-it books always welcomed by tyros in any calling. Of course it wasn't that, and those tyros soon discovered that it did not give quick and ready answers to the day-to-day problems that were plaguing them. To more thoughtful workers, however, it gave both background and approach to many problems, chief of which was their own resourcefulness and capacity for adaptation. Perhaps its major importance lay in its recognition of the factors that make rural case work different from urban, in practice if not in principle. In any event, Miss Brown's little book, oversimplified though many found it, gave rural workers something to put their teeth in at a time when they sorely needed it. It still is the guide, if not the gospel, of many a rural worker.

Well, the FERA came and went and what it left behind in terms of community understanding of modern social work is still the subject of heated debate. In a paper at the National Conference in Kansas City in 1934 Mary Irene Atkinson, then superintendent of the division of charities of the Ohio State Department of Welfare, summed up a fairly general estimate of its impact:

> It seems fair to conclude . . . that in spite of resistance, people in rural communities have gained some conception of a new approach toward administration of relief by persons qualified by training and experience for the task; and that even in communities where local officials appear to be living for the day when the curtain can be rung down on the current scene, it will not be easy to revert to predepression techniques. . . . The problem seems to be how to conserve existing wholesome attitudes in rural areas and to take advantage of them in the social planning that lies just ahead. . . .

That social planning to which Miss Atkinson referred already had started, and started, significantly as it turned out, in terms of children. During the summer of 1933 thoughtful people everywhere became deeply concerned over what was happening to the vast numbers of children in the rapidly rising relief population. Quick studies made by the Children's Bureau, of which Grace Abbott was then the chief, revealed disturbing conditions, particularly in rural localities. Such facilities as existed for children were being starved out by overwhelming demands on the relief program. It was then that the bureau and the Child Welfare League of America, of which the late J. Prentice Murphy of Philadelphia was then president and the late C. C. Carstens executive director, proposed to the FERA that some one person on the staff of each state relief administration or welfare department be made responsible for maintaining liaison between child welfare and relief facilities in each state.

Nothing came of this, and early in November of the same year the league requested President Roosevelt to call a conference to consider "present emergencies in the care of dependent and neglected children." Referred by the President to the Children's Bureau, this request resulted in a small conference held in Washington on December 16, 1933 of some ninety-three persons from twenty-eight states. After considering the evidence accumulated by the Bureau, the league, and other agencies, the conference adopted recommendations stressing the importance of adequate provision for children in families receiving relief and of strengthening mothers' aid services. It proposed a central child welfare board or agency in each state, either as an independent unit or a division of a general welfare agency, and pointed out that:

> In providing for the care of needy children, localities in which such services have heretofore been inadequate or nonexistent would profit greatly, avoid many costly errors, and conserve the best interests of needy children, if a competent advisory service on child welfare were made available at all times throughout the state by a suitable state department.

THE conference went further and proposed a similar advisory service to the states by the Children's Bureau, and urged that relief authorities—local, state, and federal—provide themselves with staff equipped to give counsel, advice, and service "in relation to child welfare problems arising from or related to problems of family welfare." It added:

> Such consultation services are especially timely when whole systems of child care and other relief activities are being reconsidered and may be reorganized, by reason of the exceptional strains to which they are being subjected. Such advisory services are also particularly important to states and localities in which the population is predominantly rural and in which child-caring agencies have been relatively undeveloped.

This conference attracted relatively little public attention at the time, but it had great bearing on subsequent events. Its findings were the basis of memoranda considered by the Cabinet Committee on Economic Security and later by the President's Committee on Economic Security. An analysis

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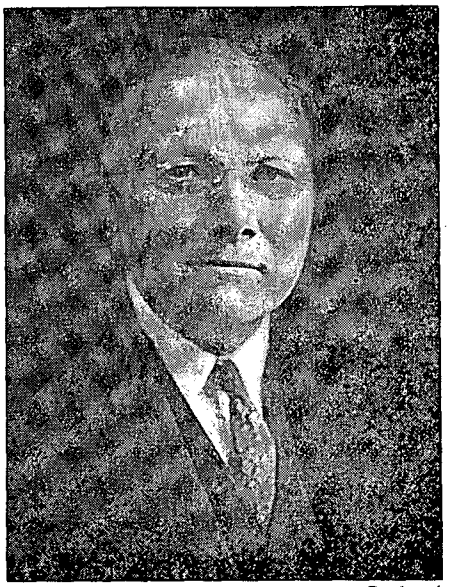

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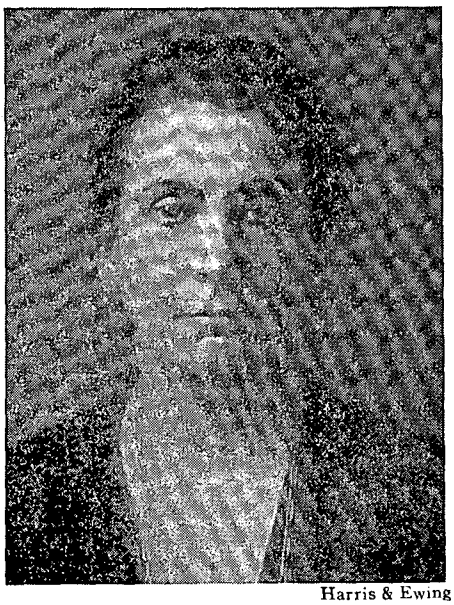

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of the child welfare provisions of the Social Security Act as they finally were shaped, particularly those that relate to services in "predominantly rural areas," affords abundant evidence of the conference's influence.

Many people have questioned the wisdom of those provisions of the Social Security Act which divide services to children between two administrative bodies, with aid to dependent children assigned to the Social Security Board and the development of special services to the Children's Bureau. In the two stout volumes recording the public hearings on the bill is ample indication that this division was contrary to the judgment of many outstanding leaders in social work. There is small evidence of why their judgment was not accepted in the final draft of the bill. Possibly the aftermath of the FERA had something to do with it. The Children's Bureau was known to have "standards," and many congressmen, governors, and local political leaders were pretty fed up just then with "standards."

Be that as it may, the realities of the situation gave point to the division of administrative responsibility. Aid to dependent children, like old age assistance, was essentially a relief program based on eligibility and need. Social services could, and everyone devoutly hoped would, be components of the program but no one could be sure how the new county units would function, how far they would go in accepting and implementing modern social philosophy. These uncertainties were particularly pronounced in relation to rural communities where the need was greatest and resistance to new procedures was strongest.

There was reason, therefore, in providing somewhere in the program for an area of experimentation, for a place where the slow process of education and demonstration could build on local initiation and participation, where workers could be chosen for their experience and capacity, and sufficiently freed from pressures to do a job where need for service and not just eligibility for assistance could be the criterion.

This is what the child welfare services, administered by the Children's Bureau under Part 3, Section 521, Title V of the Social Security Act were designed to do.

When in 1935 the Childen's Bureau took up its task of developing child welfare services "in predominantly rural areas," twenty-six states and the District of Columbia had child welfare divisions of sorts within their state welfare departments. Fourteen states had necessary legislation for statewide development of services for children. At the present time, all the states have some division of government responsible for administering a child welfare program and all, as well as the District of Columbia, Alaska, Hawaii, and Puerto Rico, are cooperating with the bureau in the administration of child welfare services. The bureau does not claim all the credit for this development, but it admits that it has not been idle. As of June 30, 1940 federal funds, administered by the bureau, were providing a major part of the cost of child welfare services in 512 rural counties and in ten New England areas composed of some sixty-nine "towns," the New England equivalent of townships. Of a total staff of 735 professional workers, 495 were giving direct service to children in rural communities while 240 were engaged in "state services," including organization of community child welfare activities, consultation to local workers, and specialized types of service related to adequate care and protection of children.

THE work of the child welfare services runs out in so many directions and crosses so many other activities that estimates of the number of children that it reaches cannot be definite. It is safe to say, however, that in 1940 some 45,000 rural children received needed service as a result of the CWS program. It is interesting to note that more than three fourths of these children were in their own homes or those of relatives; practically all the rest in foster homes. This is a far cry from the day, not so far distant, when placement in an institution was standard treatment for a dependent or neglected child in a rural community.

The Children's Bureau realizes better than anyone else that its child welfare services are far from covering the need in rural areas. It is, of course, limited by available funds and somewhat by available personnel with the required professional qualifications. And, too, it has learned by experience to be somewhat choosy about the county where it establishes a unit. It does not go into a county just because someone thinks it would be a good idea. An application from a county must be backed up by evidence of need of the service, of community understanding of what

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the service is and isn't, and of community willingness to participate in a program.

Gone are the days when a community thought it could dump on the doorstep of the "welfare lady" all its accumulated problems of relief, neglect, and delinquency, and find them neatly solved the next day. Not long ago a county judge in a midwestern state asked for a CWS worker because his probation officer wasn't any good, but couldn't be fired because of what he had done in the campaign. The county, as everyone knew, needed help, but it was not until some twenty-odd local civic and service organizations got together to examine its needs, to evaluate its resources, and to accept responsibility for cooperation with the worker, that anything happened.

What a CWS worker does when she goes into a rural community is conditioned almost wholly by the community itself and, at least at first, by its own appraisal of its needs. In many places, an initial activity has been the promotion of community organization from which community resources could develop. In some places the prevalence of behavior problems in the schools gets early attention; in others the reason for a disproportionate number of children in institutions is first explored. In any case a worker must make herself thoroughly known to her community while herself learning to know it and its people. This is her first step and it is far less simple than it sounds, as many a worker has discovered by hard experience. In her every activity she soon realizes that nothing that she does or is, however exalted her background, has value except as it makes something constructive happen in the lives of children and in the development of community understanding and resources.

TWO major criticisms of the child welfare services seem to be prevalent: first that in terms of administration they duplicate other services for children and create confusion in the public mind; that CWS is not doing anything that ADC could not do given the same advantages; second, that they create an "aristocracy" both of personnel and service. I take both criticisms with a grain of salt. The first seems to stem usually from technicians in administration not wholly aware, perhaps, of the realities of rural social organization. It may have some foundation, perhaps, in counties with a fully developed, adequately staffed ADC program, but I do not believe it is well founded in counties where the program must struggle for effectiveness against public inertia, prejudice, and paralyzing case loads.

The second criticism is perhaps more widespread. CWS workers are hand picked because of special qualifications of training and experience not always possessed by other county workers; their salaries usually are higher than those of county employes and are not subjected to the nigglings of local finance bodies; their case loads are relatively small and selective, and as part of their job they engage in community activities for which their overburdened colleagues rarely have time. They constitute, say the critics, a protected minority in the democracy of public social work.

The Children's Bureau is fully aware of this criticism but is not greatly disturbed by it. Its franchise, it maintains, is to demonstrate the efficacy of modern case work in terms of rural community development no less than of actual service. The values of qualified personnel, adequate salaries, controlled case loads, and freedom for the exercise of initiative are all part of that demonstration. It is not a specific program but case work itself, its principles and its

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Largely in Terms of Children

methods, that is on trial in the democratic setting of the public welfare field.

The bureau is the first to admit that its undertakings fall far short of its ideals. It could write a book on what it has learned about the resistance of the rural mind to new ideas, however delicately introduced into the blood stream of community life. It could write another on the inability of technically qualified workers to adjust their round peg personalities to square hole situations. But these things, says the bureau, are the realities to which social work must show itself equal if it is to justify itself in the public scene.

The bureau believes in standards in social work, and it has been steadfast in adhering to them. But it realizes that it is not the only keeper of the faith, that it has no monopoly of the conviction that sound social growth must begin at the grass roots. It knows that many county welfare workers are as good as the best that CWS can muster, that without enjoying special status or the privilege of doing a qualitative job, these workers have rooted their programs deep in community understanding and have gone forward steadily "from lower to higher" in community participation and in broadening the social content of the services they administer. One of the aims of the bureau is to increase the number of such workers, to make them not happy accidents but "standard practice."

It is too early to attempt any precise measure of the effect of the child welfare services on the slowly changing pattern of rural social organization. But that the steady effort has penetrated into rural life and has been fruitful seems clearly established by the record of the past five years. From this record the services emerge today as the hero—or should it be the heroine?—of the story, as far as it has gone, of the long struggle to develop modern social work programs and practices in rural America.

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WHAT IT IS

Counties Are Different

By D. G. and N. SPRINGER

"GOODBYE; and don't get lost!" is a familiar farewell from Home Office when I set out on a field trip. I suppose I could get lost if I tried. My territory covers more than 11,000 square miles, mostly on end and thick with unfenced forest. Here are the five county offices which I visit as state welfare agent engaged chiefly in supervising county administration of the public assistance services, commonly known as the categories. All five counties are rural in a somewhat special sense common in the Far West; in all of them agriculture, in various forms, is a very important item in the local economy, but in none is it the chief source of income of the people. In some this chief place belongs to lumber; in others, to mining. The same socio-economic background is present in all the counties, but each of the five welfare agencies differs from the others in the administrative, personality, and community problems it presents.

Big County is the largest and most prosperous in my territory. Its population is about 50,000, its area a little under 4,000 square miles; its case load a little over 2,000. Its brand new welfare building, product of WPA labor, is situated in a very conservative regional metropolis of some 15,000. Under its roof are gathered the probation department and detention home, the county health unit, and the county welfare department.

Of the first, one can only say that its wing of the building is somewhat reminiscent of Alcatraz. In Detention individual cells restrain the dangerous inmates, aged six to sixteen, and the "play yard" shuts itself in with a high wall and a heavy iron mesh ceiling. The health unit is a hopeful beginning: two public health nurses work in and out of the office, and a local physician is employed part time. So far the county has refused to accept the participation of the federal health services. It doesn't want "outsiders."

The county welfare wing of the building looks very up-to-date. It was designed especially for efficient, streamlined administration—every cubicle in its proper place, every worker in his proper cubicle. The county director is a shrewd and experienced administrator, devoted to the regional mores—which are not as modern as the building. The staff includes ten social workers and competent clerical help. It is by far the most adequately staffed office on my string. The applicant comes in the door marked "Enter," is pleasantly greeted by an experienced and courteous receptionist and gently shunted through the appropriate cubicles, to emerge in due time through the door marked "Exit," with practically all his points of eligibility—physical, matrimonial, and financial—expertly extracted.

Quite the modern, urban set-up, as you can see. Yet Big County remains rural. The people make it so. Geography makes it so. When the visiting state worker investigates an appealed case in this county, she may drive a hundred miles or more over back country roads to interview a retired logger or prospector whose sole contacts with the outside world are a Sears, Roebuck catalogue and the occasional visit of a county worker, and whose grievance usually shakes down to a desire for a heart to heart chat with a new audience. Or she may drive an equal distance to the site of an ancient Indian village to listen to the rambling recital of an Indian woman who lives chiefly on acorn meal and fish, reckons time by natural catastrophies, and can't understand why her positive (but, unfortunately, quite unsupported) memory that she was "girl so beeg" at the time of the great flood of 1878 is not by itself satisfactory proof of the age required for assistance.

But such visits are more rare in this than in my other counties. In Big County, as you may have guessed, eligibility for social security assistance is pretty completely investigated. Most of the ten social workers are college graduates, but none, save the Child Welfare Services worker, has had specialized training in social work. Under the office routine the workers have become first class eligibility investigators, but with the exception of the small and selected case load of the Child Welfare Services worker, any adventuring by the staff in the wider field of constructive social case work has not been countenanced by county policy. Big County wishes to handle—or not handle—its social problems in its own good way and time.

The visiting state worker's chief labors in the county, therefore, are concerned with case review, and with discussions on matters of policy, attempting to resolve the inevitable and endless conflicts between state and county points of view. Conferences are numerous, extended, and usually good humored—a packet of throat lozenges is a welcome working tool—and the very latest and approved additions to the social work jargon are mutually exchanged and, sometimes, mutually misunderstood.

BY WAY OF CONTRAST TO BIG COUNTY IS MOUNTAIN County, with less than 1,000 square miles, all up and down, where the young county director is her own mate and crew. Her office is commodious. When Welfare came to Mountain County there simply wasn't room for it in the court house, and the commissioners did not see their way to setting up outside quarters for anything so foreign and untried. So they generously permitted Welfare to start business in their own meeting room during such hours as they themselves did not require it. There Welfare has remained.

As an office, the commissioners' room has its advantages. It has a table large enough to hold at least the current forms, bulletins, decisions, and day-by-day printed, mimeographed, and typed minutiae connected with the mysteries of eligibility. The chairs are comfortable. The commissioners' cuspidor is convenient for visitors who require it.

But working there has the disadvantage of working in a fishbowl. The room always has been a popular gathering place and the citizens like to wander through, pass the time of day, and see what is going on. It is all very democratic, but I think Miss Scott would like to trade a little democracy for some privacy.

When the commissioners meet, Welfare shuts up shop and goes into the field. There is plenty to do there, and some interesting one-way mountain roads to do it on. With

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the help of a part time stenographer who, until recently, was a full time local highschool girl, and with a lack of many of the usual physical accessories to welfare administration, Miss Scott carries a load of 300 cases of all types and manages to conduct a conspicuously efficient office. I would hesitate, though, to hazard the number of overtime hours she must spend on the job.

Incidentally, Miss Scott is a "home county" product. This qualification, sometimes with the additional factor of "old family," seems to be the chief requisite for job holding in the welfare departments of most of the rural counties I know. For a worker primarily concerned with eligibility this has one advantage: Miss Scott knows her case load as people, in fact she knows practically everything knowable about each and every one of them. She also happens to have had a university training and considerable experience in state relief administration. It is a good combination, and I wish my counties had more Miss Scotts.

Next door to Mountain County is Mining County, pygmy in my territory so far as square mileage goes, a mere 700 or so. But the county has a rocky backbone which pushes far up above timberline; and its mining industry is equally imposing. Mrs. Warren is the welfare director and she, too, is of important stature, at least in my private list of rural officials.

Mrs. Warren is different from all the others. In her own right she is a personality, an exceedingly wise woman who understands the art of living with people, and by long odds the best practicing psychologist I know.

For example, there was the recent occasion when Mrs. Warren obtained needed and expensive dictaphone equipment for her office by the direct, but not so simple, device of inviting the county commissioners, one at a time, into her office to talk into the demonstration machine, and to listen, surprised and pleased, while the contraption gave his very own voice right back to him—the while Mrs. Warren fed him cold facts and figures on the saving in dollars and cents that the machine would mean to Welfare. At the next full board meeting the purchase was authorized.

It was through Mrs. Warren, indeed, that I first became convinced of the advisability of canvassing rural commissioners individually concerning a state office proposal, before presenting it, with due solemnity, to the assembled board. It really is an important method of procedure in rural work. Commissioners usually appreciate individual attention; and they are a cagey lot, and hate to be surprised. Without preliminary preparation they, as a board, almost invariably will hedge for further consideration, or will come out with a forthright "No."

As a director of welfare Mrs. Warren stands out among my county executives. Her deliberate policy epitomizes a point of view widely prevalent in rural areas, but not often clearly defined. It is a point of view at rather sharp variance with recent progress towards the complete and efficient bureaucratizing of all welfare administration. To Mrs. Warren, Welfare does not mean that the "government" is aiding the unfortunate in an impersonal and restricted fashion; instead it means that her own people are helping one another through the medium of her office. She believes that the money that flows across her desk, no matter if it has federal and state labels, really comes out of Mining County pockets; and that therefore Mining County people should know all about how it is spent and why, and should, as far as possible, help in the spending. She believes that red tape can be cut and often should be.

As a consequence of these beliefs, Mrs. Warren is not the perfect county director from the bureaucratic standpoint. She thinks people are more important than paper,

Man with a Future

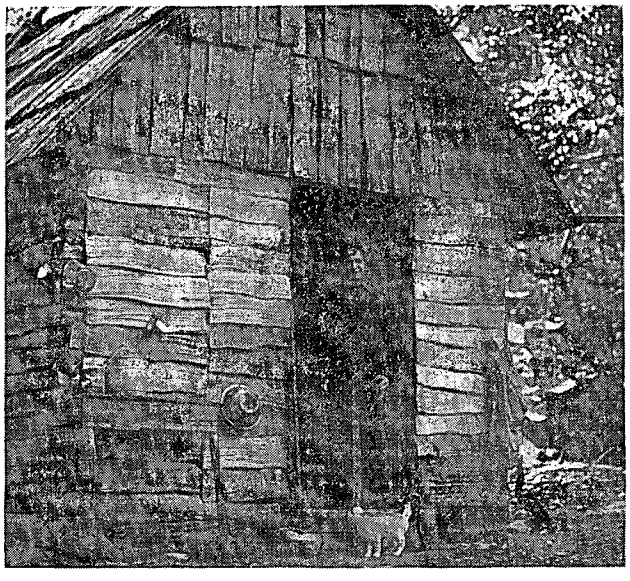
At sixty-seven John Fowler was an unattached man without job, home, or money. But he was pioneer bred, and when an old age assistance grant assured him a grubstake, he loaded his possessions on his back, hiked into the mountain wilderness of Mining County, and staked himself a claim. That act gave him a job. Then he built his house.

It isn't a fancy house and it lacks modern conveniences. It has only one room and no bathtub, but it is not a rural slum dwelling, emphatically not. John Fowler says it is nearly as good as the cabin his grandfather built in the Indiana wilderness, and considerably better than his own father's soddy on the Nebraska prairie.

John Fowler's complete kit of tools for his home building were an axe, hammer, saw, shovel, crow bar, old automobile jack, and last, but not least, a jacknife. His raw materials were the trees on his claim; his materials from outside, a keg of nails, some odds and ends of hardware, and a few scraps of secondhand lumber for door and window frames. In a very literal sense his house grew out of the ground it stands on.

It took a long time to build the house. There was always other work to do—required development work on the claim; constructing a barbecue pit large enough to cook a whole deer (for jerky not for swank); damming the creek to provide a head of water for mining, agriculture, and domestic use; hunting and fishing for the pot; and, almost as important as the house, preparing a garden plot.

This last was a tremendous task. It involved felling the trees and clearing the stumps from a cunningly chosen slope which gets the maximum of sunshine. Even after three



years the garden is not finished, but some parts of it can be planted, and new fruit trees are flourishing. Many years will pass before the trees bear, but at seventy John Fowler still thinks and plans for the future. For beauty's sake the entire garden area has been ringed with the azalea and rhododendron which grow wild in the forest.

"Couldn't have made a start hadn't been for the pension," says John Fowler. "But now—just give me a little time and this claim'll be a right nice spot. Yep; and I bet one of these days I'll find me a nice pocket down on the crick."

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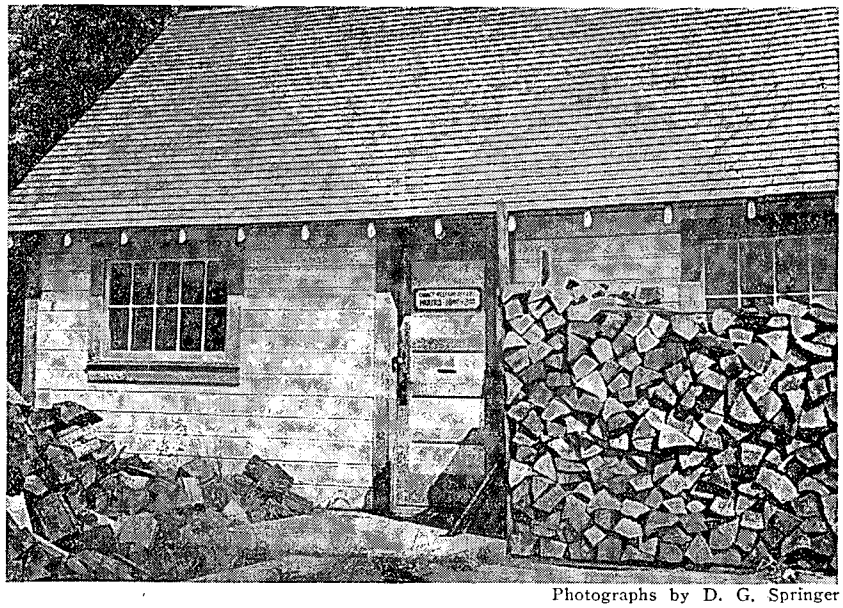
Back of the Court House



Photographs by D. G. Springer

Remote County's welfare building, with a supply of wood against the winter stacked handily beside the door, was not always as bright-faced and cheerful as it is today. Until the Welfare came it was only an old shed back of the court house, used by the janitor as a lumber room. The court house had no room—and not much use—for the Welfare when it suddenly evolved out of the traditional grocery-order book in the hip-pocket of the chairman of the county commissioners. Casting about for a parking place for the newcomer, someone thought of the shed. Unpromising though it was, it forthwith became the county welfare office.

Many a beauty treatment with hammer and paintbrush was necessary to bring the shed with its knot-holey walls, its leaky roof, and broken floor to its present respectable estate. Its roof and walls now are weather tight, its floor is firm. It has a large bench-lined common room where clients may toast themselves by the stove and listen to what goes on in the cubicles of the director and his two clerical workers who constitute the entire county welfare staff. The partitions offer no resistance to the slightest whisper, either in or out of the cubicles. But this does not matter. In Remote County everybody knows all about everybody else, anyway.

and her tendency is to shortcut to the heart of a pressing problem, and later to plod back along the devious bureaucratic path, filling in the gaps. It is a tendency which, alas, the state visitor must labor to curb and correct. It puts monkey wrenches in the machinery. But if, at times, technical gaps are uncovered in Mrs. Warren's eligibility recording, no one has yet uncovered a gap in her intelligence or kindliness.

To see how Mrs. Warren really puts her democratic beliefs into practice, one should accompany her into the field. On other counts, also, riding with Mrs. Warren over the back roads of Mining County is a first class educational experience for any urban-trained worker. Just the mechanics of rural field work are different.

The little time saving expedients, for example, are important when so many miles must be covered. Passing the time of day with workers in the fields is more than just chatty country friendliness. In this back country people habitually notice who is abroad, and after a few stops Mrs. Warren has fairly accurate information on who is at home and who isn't, and can revise her route accordingly. Occasional employment of a pair of opera glasses to spy out the terrain across a valley; absence of smoke above a cabin chimney may convey information that will save an hour's driving over a mountain road. An alert and unflagging interest in passers-by, on foot and on wheels, with occasional stops to confer with selected individuals—and suddenly the observer discovers that these conferences are related to an indexed list which Mrs. Warren carries with her, and really are renewals taken in the field as time and chance afford. Rough and ready, but how else could the job get done?

Then there are the frequent stops at cross roads stores, country school houses, portable saw mills, farm houses, and indigenous cabins. Not all of these are calls upon clients, but all of them are related to the day's work and many of them are connected with Mrs. Warren's system of democratic participation in welfare activities. Mrs. Warren counts her community resources not only by organized agencies, public and private, but also, and literally, by the census of solvent citizens within the county. Most of these people are working for her, in one way or another.

"It isn't what they do that really counts," explains Mrs. Warren. "It's the fact that they are doing something, even if it's only asking a question or posting a letter or delivering some unimportant message. The thing is to get them to do something for Welfare; then they'll take an interest in Welfare." And she adds, thoughtfully: "They should take an interest. It's their business."

I do not know if Mrs. Warren's system could be employed profitably in more populous counties. I rather doubt it. Its workability seems to depend largely upon face-to-face contacts and upon Mrs. Warren's own personality; and she is not multiple, but just one very busy woman. But one result of her work method may surprise some people: despite the widespread and active taxpayer interest in welfare administration that she has aroused, Mining County is just a little more generous and considerate towards its clients than most of my other counties.

Efficient? Well, over in Big County they do beautiful paper work. Beautiful. It would be easier for a camel to skip through the proverbial eye of the needle without touching the sides, than for an ineligible to creep past the eye of Big County without detection. However one looks at it, that's efficiency!

In little Mining County interpretations are more elastic, frequently as elastic as the law permits. Mining County has been known to stretch a point. Yet, strangely, reimbursement ratios for the two counties are not so far out of balance, although naturally Big County is on the favorable side. But Mining County actually tries to do some constructive social work among its people, after its own unorthodox and neighborly fashion; and sometimes positive and socially useful results are visible. That also is efficiency.

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The Education of Mr. Wyat

By D. G. and N. SPRINGER

IT is a long jump from Home Office to Remote, most distant of my five rural counties. It is well over 400 miles by the shortest road, and at least fifty years by community folkways and outlook.

Presiding over Remote's bright-faced little welfare building is Thomas Wyat. I hesitate to call Mr. Wyat a typical rural county director. Members of that tribe, as I have found them, are much too individual to be typed successfully. Mr. Wyat is very much an individual, but his background and habits of mind are more usual than not in rural areas. With apologies to him and his county, I'll call him a type.

Mr. Wyat is an elderly, still very active man, born in the county, educated in its schools, who has spent most of his life within its boundaries. He has been engaged variously in farming, clerking, as a small independent merchant, and as an official in a country bank. I have no doubt that he knows personally every adult living in the county; and not only knows them, but knows their circumstances over a long period of years. To the visiting state worker, and to the juvenile section of the community, he is "Mr. Wyat." To all others he is "Tom." Similarly, the chairman of the county commissioners is "Oh, Jack!" and the sheriff is "Hiya, Buck!" Remote is that kind of a county.

Remote's present population is about 5,000, considerably less than before the depression. About 15 percent are American Indians; the remainder almost exclusively old stock white Americans. The original settlers came largely from New England, particularly Maine, and their folk-thinking still influences the county.

Because of certain special conditions, Remote presents its welfare problem in sharper outline than do my other rural counties. It is one of the nation's "stranded" counties. Its only sizable payroll came from a large lumber mill now shut down, perhaps permanently. As a result the most energetic and footloose of the younger generation drifted out of the county during the depression years, leaving behind a disproportionately large number of oldsters who can qualify for old age assistance. Today these recipients actually comprise the favored economic class in the community. They have a steady income.

There are other reasons why Remote County is different. It is still close to its frontier past, and the pronounced individualism of early days is still a powerful community force. No railroad ever has entered the county and, until some ten years ago, no road existed that was negotiable the year around. Even today, during the winter season, the single paved highway frequently is closed to travel for days at a time. Consequently, forms of social exchange such as service clubs for local merchants, and art and drama clubs for highschool seniors, have been accepted only recently and actual changes in social thinking have been very slow in reaching the community consciousness. The direct action tendencies of pioneer days have not quite died out. Organized relief is accepted through bread-and-butter compulsion; but even in relief the individual expects to look after his own interests. Name calling is not unknown in the welfare office, nor fisticuffs. On one occasion Mr. Wyat and I called on an aged appellant who sat through the interview with the family shotgun across his knees, "to protect my interests"; on another occasion a project involving the placement of a minor child came to naught principally because of evident (but whispered) fear of arson at the barns and bullets in the livestock.

I do not mean to imply that violence is the rule here. I only am saying that the county has an inherited tradition of lawlessness of which the present generation is rather proud. Disputes are apt to become personal encounters. "There's no law north of the river," is a common saying, the river being a county boundary. Saloon keeping, in all its post-repeal forms, is the most prosperous business at the county seat, population 2,000, and the free-and-easy code of the old days still persists in community toleration of a row of red-light cottages "across the road," just off the main street.

Nearly everybody works with his hands, at least part of the time. Nearly everybody has some access to natural resources. Outside of town, wild game or fish is depended upon as an important source of food supply, especially among the Indians. Although the free farming land (never very plentiful or very good in this area) is long since gone, men still walk into the nearby mountains with packs on their backs, stake out mining claims, and chop themselves homes out of the virgin forest.

When I first visited Remote County, some three years ago, Mr. Wyat had just been appointed director of county welfare. I found him sitting in his corner of the welfare shed in fairly complete control of his case load (it averages around 400), but considerably perplexed and mystified by the volume and complexity of its paper requirements, and openly apprehensive of a new trial in the guise of a visiting state agent. Mr. Wyat had but recently inherited chaos from his predecessor and naturally felt that he already possessed more than his fair share of troubles.

I THINK THAT MOST RURAL SOCIAL WORKERS WILL recognize Remote County. I gather that it is not an unusual phenomenon in rural America. My particular Remote County just happens to be a little more remote than most, its general ideas reside a little farther in the past, its welfare problem sticks up a little more baldly.

At the time of my first visit, no one in the local office had ever seen a case history, or could guess what its contents should be. However, as a shrewd and experienced business man, the new director had recognized from the first the necessity for records of all transactions involving money. His records were accurate, too, but needed amplifying and refining to measure up to standards. Social facts regarding clients existed in profusion, but not on paper. They were packed away neatly inside Mr. Wyat's head. At first he was somewhat shocked at the suggestion that they be written down; it didn't seem quite proper to write down such intimate things about one's neighbors. However, with time, pertinent social facts have been extracted from under Mr. Wyat's hat and put on paper. Community resources were meager; but some did exist, and more could be developed. It had not occurred to Mr. Wyat that there

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was such a thing as a community resource, or that such a thing could be developed to aid him in his difficult administrative task.

Some of his cases needed special attention. From native shrewdness, and because he possessed a naturally social disposition, Mr. Wyat had recognized this need. But just what to do, even if he found time to do it, was a puzzle to him. Social case work concepts were foreign to him, indeed to the whole county, and the moralistic prejudices of the 1880's dominated community thinking.

Of course there are various ways for the state visitor to approach Mr. Wyat and Remote County. We call them proudly "our techniques." Maybe they deserve the epithet. Anyway, I fear they are not always chosen aptly or used wisely; and never wisely enough.

Take, for example, that method of approach which may be termed the "discourse technique." In varying degrees of intensity it is applied almost universally in rural offices. In the advertising business they would call it a "pep talk," and make it at least intelligible to the listener. But not in social work. The discourse must maintain its social work dignity. As practiced most frequently and completely by the younger state visitors not too long from the schools, it rates no less than a chapter heading: "Attack Upon Rural Problem Through Technique of Discourse."

The method really is simple. The state visitor eases herself into a chair opposite the rural director, takes a deep breath, and proceeds to deliver a discourse which purports to tell him how he can do better. The director may be much more than twice the visitor's age, may have children of his own more mature than she. Community folkways may not countenance a young woman (and one from "outside" to boot) lecturing an elderly man on his duties and opportunities. But these considerations do not influence the flow of discourse. It proceeds. It considers and embellishes the Law and the Rulings and Their Relation to the Ideal Goal, it skips happily from Approved Administrative Procedures to Standards of Evaluation, and it bears down heavily on the Effectuation of Proper Attitude for Highest Contribution to Program Considered as Whole. And always it ends on a note of High Faith which implies that, even if Remote County is in a mess, God's in His Heaven, and If-We-All-Work-Together-And-Improve-the-Output all will be just wonderful in the social welfare world.

From the state visitor's standpoint, the discourse technique has something to be said for it. It's easy. It requires little strain of mind and no sweat. It is immensely pleasing to the visitor's ego. The discourse itself, when casually repeated in appropriate snatches back in the Home Office, sounds very impressive: "'Now Mr. Wyat,' I said to him . . ."

But from the standpoint of Mr. Wyat, this technique is not so successful. One weakness is the fact that the speech always is delivered at Mr. Wyat instead of to him; another, and fatal, is that it is couched in upper-bracket language with which Mr. Wyat is unfamiliar, and interlarded with social work terms which he has never heard before. In fact, Mr. Wyat doesn't know what his visitor is talking about. But he is much too polite ever to say so.

Not that I would argue against talk as a tool. It is about the state visitor's only tool. Face to face talks with Mr. Wyat about his problems and yours are a necessity. But there are words and words, and ways and ways of speaking them.

Strange as it may seem, it is possible to discuss social welfare administrative problems, and even case work prob-

The Perfesser

Along a hundred miles of foothills and in the high country back of them, Paul Schriber has been known to two generations as "the Perfesser." For years he also was known to a smaller circle as a skilled and trustworthy building artisan. But this was merely his way of making a living; fiddling always has been his real vocation and fishing his preferred avocation. He never worried much about accumulating money; a sure instinct told him that plentiful treasure was within himself, to be spent through fingertips and bow. For over half a century no dance or wedding or folk feast was complete without the Perfesser and his fiddle. It is likely that in his lifetime Paul Schriber has contributed to more happy memories than any other man in the mountains.

At seventy-nine he is a retired artisan, cushioned from want by his old age assistance grant. But he has by no means retired from fiddling, or fishing, or enjoying life. Even in this day and age many people in the hills like the old tunes and the way the Perfesser plays them. He will walk miles to "play in" the bride at an old-fashioned wedding; to call the tunes for the old-fashioned dances. Pageant producers consult him; and he always is present and honored at the county fair. Just the other day, in the shiny Prince Albert which has been his on-occasion uniform for longer than most grown men can remember, he sat enthroned and fiddling at the grand opening of a new five-and-ten at the county seat.

This year the Perfesser is embarking on a great adventure. Younger friends are taking him with them on a fishing trip. He is going down from the hills, and for the first time will cross the borders of his native state. "Goin' to git one o' them salmon they talk about," he says, gleefully. "'Course I'm takin' the fiddle along. Might have to play him in."

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lems, in simple English. It really gets you farther with Mr. Wyat.

Then there is the second quite inevitable and necessary technique of approach to Remote County's problem through the medium of paper work. This medium includes the various tongue-and-pencil devices designed to shape county procedures to conform with state plans and federal requirements. Every state necessarily has a tongue - and - pencil formula; bureau administration couldn't get along without it. In my state the system requires extensive case reviews by the state visitor in the county office.

I haven't any quarrel with the case review as such. In the two years since it has been a requirement, it has been remarkably effective in improving and standardizing county investigations of eligibility. For this purpose it is an excellent tool. It is hoped (rather than proved, I think) that it is an effective method for improving case work practices in the public assistance field. However, eligibility points are so numerous, technical, and changeable that in actual practice their consideration tends to exclude all others.

In large urban offices where the visitor is dealing with trained specialists, the case review can be swift and thorough, discussions brief and sharply to the point. In the larger rural offices the staff, while probably not completely departmentalized, is familiar with the tongue-and-pencil routine. A trained case supervisor, with details at fingertip, is across the table; the director always is available for policy discussions.

But coming down to the smaller rural counties and descending progressively from bustling Mining to far-away Remote, the situation is radically different. Here the director is his own case supervisor, and frequently the whole social work crew as well. His case load, which he must carry without benefit of those specialized services which aid the staff worker in larger counties, nearly always will be heavier than that of urban workers. It must be understood, too, that "small" county does not mean small in area. Any small rural county in my state will include sometimes hundreds, sometimes thousands of square miles of territory over which the director must range alone or, at most, with one or two assistants. Consider his dilemma, then, when the state visitor comes to town.

When this state visitor leaves the Home Office for a two weeks' trip into the counties she takes with her, as standard equipment, two out-size overstuffed brief cases weighing 18¾ and 17½ pounds respectively on the mailing room scales. In them are the various forms connected with spot check, the appropriately colored signals demanding county attention, and other assorted documents concerned with the three categories. But this is not all. There is the overflow, usually wrapped in brown paper and carried under whichever arm feels strongest at the moment. It contains the Law and the Rulings as concealed in manual, digest, notebooks, and last minute scribbled instructions and requests; as well as several folders of documents relating to that part of the state program not included in the categories—altogether, another ten pounds or so. Admittedly, a part of this load is spares. One never knows. But most of it has to do with paper work and if it were dumped on Mr. Wyat's desk all at once, it would bury him up to the eyes.

While Mr. Wyat is giving his mind to the case review and, it is hoped, to the admonitory tongue-wagging which necessarily accompanies it, or while he is listening to the visitor's summation of changes in the current month's Rulings and Opinions relating to eligibility points 1 to 57 inclusive, he is not giving attention to his own always pressing, and always a little behind hand, office and field routine. At first glance this may seem to be a small matter; the visitor's calls are spaced several weeks apart, and

Stitch in Time

Old age assistance could provide for Auntie Moeller's simple physical needs. But that was not enough. At eighty-three she suffered from a complaint common among old people whose lives have been filled with work. She hadn't enough to do. "I still got my facilities, an' I won't jes' sit in a corner and be waited on," she declared. Her determination made her what social workers politely call "difficult." Then one day the welfare lady had an idea.

Presently neighbor women who occasionally dropped in on Auntie began to comment, casually but admiringly, on visible examples of her patchwork, at which she admitted she used to be quite a hand. The patchwork always had been around Aunty's little house—cushion tops, table covers, and the like—but of late years no one had taken any notice of it. Now, however, the neighbors were interested, were rummaging their piece bags for suitable scraps of material, and were asking Auntie to show them how to do it. Auntie summoned her "facilities," polished her spectacles, and got out her scissors and thimble.

Today Auntie Moeller sits contentedly in her corner, matching her pieces and stitching them into her favored designs. Last year her entry of a crazy quilt took first prize at the district fair. The satisfaction of that victory will sustain Auntie Moeller if she lives to be a hundred. And her "facilities" being what they are, she very well may do so.

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Old MacDonald Had a Farm

It never was a very good farm. In the beginning it was just a logged over hilltop, open to filing by homesteaders. But for over half a century Alec MacDonald poured his life into it. It gave him back a living, for a long time a good living by the standards of the countryside. Logging camps in the surrounding hills paid cash for produce, and MacDonald ran sheep on the hillsides in the years when even a small clip meant good profit. The original log cabin was transformed into a substantial mill-wrought house, and the MacDonald family lived in decency and comfort, sturdy members of the community.

But the good days passed, and bad days came. The logging camps vanished from the hills and sheep became big business. Worst of all, it became apparent that there is a limit to the amount of heavy work that a seventy-three-year-old human body can perform. A few years ago ultimate disaster threatened MacDonald and his wife; they were to be wrenched from the farm where their roots had gone so deep, and deposited upon already overburdened children in the city. A small matter economically; a big matter humanly. The continuity of two lives was to be broken. It was old age assistance that saved the day—in the nick of time, just as in the movies. MacDonald will tell you frankly that he'd sooner have died than leave the farm. With their old age grant, the MacDonalds can make out.

in a small rural county she stays only a few days at most. You would think that Mr. Wyat could catch up easily.

But oftentimes he can't; not without prolonged and exasperating effort. I have never known a small rural county director who was not harassed and overworked. He commonly works days, nights, and Sundays. Attendance upon the state visitor, even though it requires but a day or two in several weeks, can and usually does throw his schedule all out of kilter.

That is why, in the midst of a carefully thought out and tactfully worded analysis of the particular property transfer brought to light in review of Remote 117, Doe, John C., the visitor suddenly becomes aware that the attention of Mr. Wyat is wandering. She even may sense a slight aura of resentment on the other side of the desk. When this happens, if she is experienced, and if she possibly can spare the time, she shuts up. She knows that Mr. Wyat is thinking of the indigent supplies and food orders due at Brush Creek before dark, and that case review is out of his mind until that is attended to.

But if she is inexperienced in rural county routines, or if she simply hasn't time to spare (after all, she too is overworked, as well as tied to a schedule) she lifts her voice a tone or two and thus compels Mr. Wyat's attention. She has a dangerous advantage over him. Two lines of a ribald jingle which ran through the field staff some time ago express both the danger and the advantage:

> You hate our bones, you hate our faces,
> But *you* can't put us in our places.

Poor Mr. Wyat can't, either. When it comes to the case review he has to listen. The Law and Rulings say so.

But I am sorry for the state visitor who habitually presses this advantage. She may be able to turn in a remarkable performance sheet to the Home Office, where the natural tendency is to judge field performance on a quantitative paper work basis; but she will never, never really know her rural counties, and the education of Mr. Wyat will get no forwarder.

Another reaction to overemphasis on the tongue-and-pencil technique should be mentioned: fatigue resistance. I had it put to me just the other day by the case supervisor for a large and relatively urbanized county. She said: "I can't help feeling resentful at these eternal questions. I know I shouldn't. You have to ask them. I, and my people, do the same thing to the clients. But I can't help resenting—when I'm tired. It seems so—so endless!"

Mr. Wyat never has phrased it so completely. But once he said, ruefully, "This job takes a lot of jawbone, doesn't it?"

THERE, I THINK, IS THE FACE WHICH THE TONGUE-AND-pencil supervisory technique, when applied without brake or discretion, presents to its small rural county victims. The fact is that small county people do not as a rule learn very readily from across-table discussions, particularly when the state visitor's share is confined largely to telling what not to do, and the whole performance is subject to incessant interruption. And, when you think about it, naturally they don't learn. The Mr. Wyats nearly always are elderly, or at least getting on. Their school days are long past. All their lives they have learned by seeing and doing, not by listening and remembering. It is their habit.

This very habit, if she can and will exploit it, may hold the visitor's opportunity to "crack" the county. Sometimes she can't—there is always that blessed schedule to consider. Frequently she won't, because it means extra work, the probable sacrifice of week-ends, and possible criticism for stepping outside the orthodox tongue-and-pencil ritual. But the opportunity, more often than not, is there.

If the visitor asks herself, "What can I do, beyond the paper routine, that will help Mr. Wyat?" she is on the

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road to using the opportunity. Very likely the thing she can do, her entering wedge, is right under her nose. She will have observed (or should have) that Mr. Wyat is on the spot. Nearly all small county rural directors are continuously on the spot, before their commissioners, before their people. It is a condition that goes with the job. The popular mind in Remote knows little and cares less about Law and Rulings; Welfare means Mr. Wyat, Tom Wyat, whom everybody knows and most people like. Any decision by Welfare means, to most Remotians, a personal decision by Tom Wyat. He's the man to blame.

Thus, old Jake Henry, after careful explanation and endless argument; after an appeal to the state carefully investigated, briefed, and denied; after Mr. Wyat, the state lady, and the correspondence experts at Home Office repeatedly have attempted one-syllable enlightenment and appeasement, old Jake Henry still believes and declares to high heaven that "Tom Wyat's a-knockin' down $10 of my pension every month, and one o' these days I'm a-takin' my gun and doin' somethin' about it." What's more, one of these days, he may. And likewise, Miss Addie Bean, after two separate examinations and rejections by different eye specialists, at the public expense, still is vocally certain that her blind aid was denied because, "Us Beans and them Wyats ain't got on since my pa lawed old man Wyat, and Tom's just takin' spite out on me."

Luckily not all cases are like that. But to a degree the personal element enters into every rural situation. It is probably the rural director's chief harassment. If the state visitor can offer assistance in this connection it is nearly certain that her help will be accepted, and gladly. But it must be real help, not just expressions of higher wisdom.

This means being introduced around as the "state lady."

Questioning, Explaining, Suggesting

It means meeting problem clients face to face, explaining, and if occasion and facts require, confirming and buttressing the director's decisions. It may mean a casual chat with a county commissioner during which the responsible relative provision of the law is discussed, not directly or pointedly of course, but in such a way that the commissioner can see for himself that it applies to his own cousin's brother-in-law, and that Tom Wyat really can't stretch the point. It will mean a firsthand meeting with and study of the particular ADC case which at the moment is robbing Mr. Wyat of his rest, and tactful and oblique suggestions for a case work approach to the problem. It means, in brief, getting behind the veil and actually meeting Remote County.

BEST OF ALL, IT MEANS TRIPS INTO THE FIELD IN COMpany with Mr. Wyat. It is generally true, I think, that Mr. Wyat in the office and Mr. Wyat in the field are two different persons. In the field he is on his own ground, and apt to be relaxed, receptive, and interested. The long, quiet, shoulder-to-shoulder talk while jouncing over the back roads is the best way I have discovered for achieving that much discussed rapport between the state and county offices. Provided (*important*), the talks are on a frank equal-to-equal basis; the pedagogic attitude is not indicated when talking with Mr. Wyat. Indeed, the visitor, if she is receptive and interested, will find herself learning as much about rural social work as she is imparting. Perhaps more. Her advantage will be academic training and familiarity with general principles and theory; Mr. Wyat's will be a life-long, firsthand acquaintance with the facts.

One thing the visitor will learn immediately: rural social work, like the modern army, is tied to its line of communication. This means something. The weather counts; it may at any time immobilize Welfare in a particular area.

In Remote County, off-highway welfare cruising usually is done in a truck with wide traction for the soft patches, and an extra gear for getting over the grades. It carries as standard equipment a shovel for clearing away slides, a long iron bar for prying boulders off the road, and an axe to chop through trees which may have fallen across it. Small trees, that is; if it is a big tree the welfare truck turns around and cruises away in another direction leaving that call until the Road Department has cleared the way. Any call off the pavement will depend upon road conditions; but the welfare truck can climb, wade, and swim through anything. When it fails, the visitor must take to Shank's mare.

For the long run, it is the visitor's contact with the client that holds the largest opportunity to further the education of Mr. Wyat. Remember, case work itself is brand new in Remote, its approved principles brand new to Mr. Wyat. Our cherished skills of approach and development haven't crossed the county boundary yet. That doesn't mean that they are not needed. But, mind you, no lectures. The visitor watches Mr. Wyat's way with the client. Mr. Wyat watches the visitor's way. Just seeing and doing.

Of course, it isn't as simple as that. It is really a little by little process, requiring time and much repetition. The visitor knows she is making progress when Mr. Wyat begins to ask why she did thus and thus. Even then, no lectures, no professional lingo. Mr. Wyat studies the case and the visitor's way with it. And once in awhile and indirectly he will show that he found her way good.

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"All This and Heaven Help Us, Too"

By LOUIS TOWLEY

WHAT a state agency wants in the way of a rural social worker is not to be found in any objective statement of standards and qualifications. It is not so simple as that. Social workers as a whole are not prefabricated. A rural social worker, particularly, is not easily measurable by a yardstick. It is the difference between hiring a cook and choosing a wife—although one school of thought holds that it's so much the better if a wife can cook.

Personnel standards are not enough in the rural field even though the local community bears with them. The worker must have the endowment, impossible to define in formally stated qualifications, that will make paper criteria come alive. He, or more usually she, must personify the technical terms by which personnel is judged and must make them understood and accepted by the community. Without local acceptance, no amount of merit plan, no personnel standards are worth a whistle in a rain barrel.

This does not mean that an agency should sit back and wait for the mountain. It means, rather, a constant process of education and persuasion, a progressive stiffening of requirements, beginning with standards that meet the realistic situation but with alternatives that point to the desirable goal. By constant education and effort, backed up with staff performance, the community and its welfare board or committee will be convinced that the best people are not too good for this job. It is a slow process, but it is the only sound one.

The rural worker is the core of this education process, the proof of the pudding. In the country rather more than in the cities, the claims of personnel standards depend on the worker's performance. The rural worker carries the brunt of the newest pioneering in public welfare and its helper, social work. She is the Fuller brush man without the free sample. In this almost virgin field the choice and decision in personnel matters rests with men and women to whom social work is a relatively mysterious profession, all the more mysterious because it has such a hard time explaining itself. The community knows something of the money grant programs; to a degree they interpret themselves—money talks. But the larger aspect of the work—service, prevention, rehabilitation, treatment—is another language. Only one person can translate this and make the soul of the work understood. And that is the rural worker.

This talk of soul makes the job sound like a mission, but I really don't think a "call" is necessary. A call is a nice thing to have, but may be awkward to live with. Rather, I suggest that one must like people more than they deserve and be able occasionally to restrain the impulses that proceed from this liking. What is needed is sympathy and intelligence, and a rational control that will direct potential energy and insight. One without the other two is ineffectual. Without sympathy, one has little drive; without intelligence, one sits passive, uttering restrained cooing sounds; without rational control, one will fall on his face—bright, eager, young as that face may be.

All of this applies equally well to all social workers; there's nothing rural about it. The qualities of urban and rural social workers do not differ very much except in degree, in responsibilities and, I dare to suggest, in temperament. The basic desiderata are very much the same.

As to academic equipment, a desirable present norm is a college degree with one year's graduate training in social work, plus as wide a background as possible. Given the realities of the times many agencies allow experience, even in related fields, to be substituted for some of the academic points. This elasticity is necessary as a means of bringing the local community along.

Integrity is perhaps the first quality of a social worker. It cannot be overemphasized, but of course if you have it no emphasis is needed; and if you haven't, emphasis doesn't help very much. And tolerance—plenty of that, but not too much of the speaking sort. Like old-fashioned children, tolerance should be seen and not heard. It should be lived, not talked about.

Intellectual honesty is the first requirement for anything beyond temporary success. This means that you must find and face the facts and not pass the buck.

Someone has said, and rightly, that a social worker must have a passion for fairness and that this fairness should be employed in the face of prejudice and pressure.

Patience you will need more than bread and wine. I suggest that this patience owe nothing to Job and less to Griselda. It must instead be that temporary armistice with disappointment which is not resigned to permanent failure—like a young man refused his first kiss.

These are a few of the basic qualities that all social workers must have. A more difficult question, because more intangible, is how to describe the traits and abilities needed in extra measure by the rural worker.

IT must be remembered that rural social work is almost wholly public work. The distinction is simple and fundamental in its implications. It means that in all you do, you represent government—and if you think this is something to puff you up you will shortly be deflated. The representative of government finds that the cloak of authority is not a cloak at all, but a multiplicity of petticoats—and petty is the word. The worker that is wanted is one who rarely if ever will use authority as such.

The state agency and the county administrators want a worker who will like a rural environment and find it friendly and helpful. This is vital because the community is a major factor in rural social work. It is the far-from-silent partner in the whole enterprise. The worker deals not only with individuals and agencies, but often with the whole community. There are strata, to be sure, but there is not much segregation. The difference is significant. Economic inequalities may be great, but there is a partially compensating social integration. The banker may hire his garbage hauled, but he stops to pass the time of day with the scavenger, may even ride downtown on the truck. Mrs. Banker inquires about the little scavengers and asks for their mother's recipe for corn muffins.

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A successful rural worker must be able to represent the state agency to the community and the community to the state agency; in other words, to support each against the other—a task requiring not only whalebone and steel but a two-way stretch. This kind of support may be what the state agency means when it talks about "flexibility." Undoubtedly the state agency is a trial to the county workers; the cross that they must bear. The state agency realizes its dour role and in its best moments tries to mitigate the results. Because it usually fails, it wants workers of a forbearing nature who can understand its position and survive its vagaries.

THE agency wants workers who can see administration as the application of general requirements to specific needs. This view of administration, insufficiently recognized in a period that must stress mechanics, requires good sound sense, the ability to discipline oneself without being subservient, and the constant use of the complementary senses of humor and proportion. Can you, for example, keep as straight a face as your district supervisor when he presents the state's latest superhuman demand in the way of reports, checks, audits, procedures? There is more than a little of a certain Japanese politeness underlying the conventions between state and county agencies. Until you understand this and automatically can make due allowance for it, you will be vastly puzzled and more than a little disillusioned. Once you grasp the point and can laugh about it, you will see that these are like most conventions: they lubricate contacts that otherwise might become heated.

It is a truism that administrators want workers who can follow instructions. But they also want workers who can go beyond instructions and use their own ingenuity and originality. The reason for this paradox lies in the fact that during the past eight years some ten to a dozen major money-grant programs have been put in operation. A money-grant program, particularly when it involves more than one level of government, requires extensive policies, procedures, checks, and audits which in turn require emphasis on routines and mechanics. As a result of this constant and repeated emphasis, the staff of most agencies has been conditioned by the very excellence of its routines: it has come to see the end and being of its work in terms of routine. These routines are necessary, but workers must rise above mechanics to give that additional service which is the cohesive of a public welfare program, the plus that adds depth to the work and stature to the worker.

A good state agency wants workers who can see beyond explicit instructions into the implications and the purpose that underlie them. This calls for original habit of mind and more than a little nervous energy, hard to find in these burdened days. Yet workers say that in action independently planned with its accent on service, they find release and refreshment. To be sure, workers who seek that release may have to suffer for what T. E. Lawrence called sins of too great individuality and common sense. But administrators like the kind of worker who can retain perspective while going through the alarming experience of paying dearly for a virtue.

This matter of individuality in workers is basic to a major question now arising in administrative practice: within a prescribed minimum uniformity, how much latitude can the state agency give to the worker's judgment and discretion? The answer to that question is the next development in administration. The proper answer, I believe, will put the accent on service, will recognize the family as a unit; and will counteract, at least in part, the curse of the categories.

The temperament of the rural worker is important for a special reason: few of them are fortunate enough to have a skilled supervisor on whom worries can be sloughed, with whom troubles can be shared. Each worker must restore his own balance. An even temperament is advantageous, although the performers are valuable because many of them, along with firecrackers in their make up, have stable personalities. A stable personality is to be preferred to an even temperament, provided you can't have both. It gives the worker that quality of constancy which wins and holds the respect, perhaps even the liking, of people in the community. Remember that contact with the county board is frequent and sustained. It involves a great deal of give and take, with the social worker usually on the taking end.

The even temperament or the stable personality or both, are important for another reason: in the country you don't leave your work and your community contacts behind when you leave the office. You carry them with you to your home and into your social relaxation. It is the rare worker who does not of necessity remain the "welfare" everywhere and always. Administrators do not want people who have to be on their guard all the time. They want people who can do their work and win their place naturally, without pose or tenseness.

ALL of this adds up to something very obvious. The worker must fit into the community, be an inconspicuous yet forceful part of it. She must be able to modulate from key to key, staying in tune whether the voice be that of harmony or counterpoint. She must have poise, adaptability, and enough force of character to be a person as well as a representative of the welfare office. She must stand for certain things without being what in gentler days was called a prig. Tact, of course, will be her shield and buckler. There may be a time, for example, when she must persuade the pastors and the priests of the community that the slot machines or the beer taverns are raising particular havoc with certain young people, not only from families across the tracks but from some of the pillar families of the community. It is best if that persuasion can be done without alienating the heavy taxpayers who own the joints. Don't be shocked at that compromise: it is only sound public-servant sense. Obviously this means an ability to organize people to do something about the problems you dig up. The community itself has to be caseworked. But as heaven is your help, never use that phrase.

Force of character and tact are needed in many circumstances. You attend a church supper and your neighbors on either side toss back and forth in front of you their distorted version of the latest unmarried pregnancy, the records of which, as everyone knows, are confidential. Can you quietly set these good women straight with a minimum of facts and then later stand up under the accusation that you talked about the case? That sort of thing sometimes has to be done. It takes quick judgment, considerable quiet force, and the best sort of bourgeois tact.

The rural worker operates in a field requiring wide knowledge. Can you talk mortgagors, deeds, joint tenancy, harrowing, silage, overrun, hames, single-tree, Torrens

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title? This is not quite the language of psychiatric case work, but it is the language of your everyday work in a rural community, in whatever terms you may think. You need to know taxes, property valuations. You must be able to dig out the facts of local indebtedness. You need to have a working knowledge of sociology and economics, with special stress on the rural phase of Carlyle's dismal sciences.

All of this is random comment on some of the more important complementary intangible qualities the state agency and the county administrator want in a rural social worker. Does it sound like all this and heaven help us, too? After all, the qualities are not necessarily peculiar to rural social workers. Most of them apply equally to any social worker. The ability to work with people, a controlled sympathy for them, understanding and originality in putting skills to work—these are basic. Flexibility in meeting different situations is a valuable ally. I do not mean that oozing type of flexibility which absorbs and envelops and takes on protective coloration; rather I mean the flexibility that comes from tempering, a giving-way and a springing back, a shift in approach, without being shifty.

You must not gather from this that all a social worker needs is common sense. That is fundamental, as it is to any well-rounded person, but training helps make the fundamental equipment usable. Training is disciplined common sense.

Come to think of it, perhaps some kind of "call" is necessary: a sort of private dedication which you will sometimes laugh at until you come to see that a great work is only the sum total of many, very many, humble dedications—coupled with temper of mind and strength of character built upon the homely virtues of honesty, integrity, and industry.

Those Who Help Themselves

By PEARL SALSBERRY

THE period of the FERA was the Golden Age for stories about green city social workers coping with the realities of rural life. Some of the stories stemmed from fact, some were apocryphal. They were matched by others not so widely circulated, indicating that "growing up in the county" does not necessarily guarantee complete understanding of it. It was inevitable that some of the people recruited for rural work, whether city or country bred, should not be stirred by its personal and professional challenge. It was no less inevitable that others should accept the challenge, and aid in the accumulation of experience that little by little is making possible some definition of the specific requirements of the rural field.

Since the FERA days, schools of social work have added courses on rural social work to their curricula, have taken cognizance of rural community organization, and in some instances have provided for supervised field work in rural areas at almost prohibitive cost. Case records of rural families and rural communities have been developed, and a literature on rural social work is emerging.

Most of this effort has been directed toward what other people can do to help the rural worker; but the time now has come to speak of what agencies, but more especially workers, can do for themselves. Until recently there was little in social work literature to help them, though Josephine Brown's "The Rural Community and Social Case Work," published in 1933 by the Family Welfare Association of America, was for many workers an answer to prayer. The thumbed and threadbare copies which repose on the shelves of rural offices are mute evidence of its contribution to the practice of rural social work. The "Miss Bailey Says" articles published in *Survey Midmonthly* were so full of common sense and fine feeling that social workers found them a source of support. Moreover, they were so readily understood by the lay public that probably it is not too much to say that social work in many rural communities cut its teeth on them. A few ambitious workers studied their field with Margaret F. Byington's "What Social Workers Should Know About Their Communities," published in 1911 by the Russell Sage Foundation, as a guide; and a few still more ambitious recently have so used Joanna C. Colcord's "Your Community."

Much has been said about the need for all social workers to know the communities in which they work, but even in cities some workers function acceptably without knowing very much, for example, about the form of municipal government under which they live and work. Their chief concern is helping clients to find a better way of life. Utilizing existing facilities, they leave to others the matter of improving and increasing these facilities. Such division of responsibility is impossible in rural areas where a knowledge of the theory and practice of community organization is essential for the worker. For an understanding of social background many workers turn to novels, biographies, and diaries of the region, than which there are no better interpreters. In their pages lie concealed the reasons for the tenacious clinging to land, for the depletion of soil, for the break up of large holdings, for family solidarity, and for the revolt of young people. Throughout the country such books as Carey McWilliams' "Factories in the Field," Steinbeck's "Grapes of Wrath," and Thomas Woofter and E. E. B. Winston's "Seven Lean Years," are providing understanding and in some instances are influencing social planning. Places like people are the products of their pasts, and these pasts are revealed in such books as Bess Streeter Aldrich's "Lantern in Her Hand," Hamlin Garland's "Son of the Middle Border," and Harriet C. Brown's "Grandmother Brown's Hundred Years." Often the information and spirit portrayed in books devoted to pioneer days lend perspective to the overburdened social worker.

For technical information there are the farm journals, but they are published for those who have certain basic knowledge, and are not much help to the social worker whose experience is urban and who thinks a "combine" is a "columbine." Rural social workers realize that there are certain elemental "farm facts" which they must know. The amount of hay it takes to feed a cow under varying conditions, or the profitable yield of corn per acre, become factors in planning a family budget; while the cycle of farm work with its troughs and peaks is equally important in

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budgeting the worker's time, if she does not want to waste it tramping miles to outlying fields during plowing, seeding, cultivating seasons, or sitting on the side lines during butchering time. It was this lack of elementary information which was responsible for one of the FERA stories of the social worker who, having signed an order for "shorts," said to the waiting farmer, "I suppose next you'll be wanting step-ins for the cows." One versatile new worker in a prairie state, not finding this elementary material readily available, collected it for herself. Her notebook contains a glossary of terms, tables of measurements and rations, periods of gestation, and lists of farm machinery, illustrated with clippings from farm journals and implement dealers' catalogues. Her picturesque comments such as, "Lambs, unlike troubles, usually come singly or at most in pairs," may entertain her friends who are privileged to see her notebook, but they are important as evidence that the worker will not expect the flock to increase by litter increments. She found it essential to be familiar with current prices as reported by newspapers and radio.

Some agencies in rural sections have tried to meet these special needs of their staffs, at least partially, by bulletins such as that prepared in 1935 by Gordon Randlett of the North Dakota FERA. To these, many workers added material of their own. For example, there was Evelyn Bencher of North Dakota who listed the foreign language terms commonly used in a neighborhood settled almost entirely by German Russians. In the country a new vocabulary must be mastered—of tools and tasks, grains and grasses, products and pests! In the last volume of verse by the late Paul S. Bliss, a city social worker with rural experience and a farm of his own, is an illustration of this point.

The Farmer's Anathema

You smudge,	You water core,	You scale
You smut	You shot hole,	You rust,
You scurf,	You blemish!	You blotch,
You soft scald,	You mildew,	You canker,
You scab,	You curt,	You gray mold rot,
You blight!	You black spot!	You anthracnose!

The worker preparing for social work in the rural community who thinks that farm life operates on modern machinery, pure bred stock, rotation of crops, and all the other equipment of scientific agriculture, must remember that there are sections in these United States where the moon is the chief determinant in farm management, and where soliloquies such as that of Farmer Ben (author unknown) are not uncommon.

These lines indicate the troubles confronting the county agricultural agent, but social workers have their troubles, too, with resistance to the "new fangled ideas of that woman over at the court house." The worker in rural communities needs unusual perception in ascertaining the point at which the community has arrived in its thinking about social problems and their solution so that she begins at that point and not several steps beyond it, leaving an unbridged gap down which the torrent of misunderstandings shortly may rage. Social workers have learned through trial and error that treatment instituted prematurely and on a higher level than that of the client's understanding and acceptance is doomed to failure. There is a belief that the tempo of rural communities is slower than that of urban areas and that they accept the untried with greater reluctance. Whatever the tempo and whatever the reason for it, the worker must adapt herself to it. Though changes come slowly in rural life, the social worker must be aware of them not only in her immediate vicinity but in the region, and if her horizon can be expanded to cover the national and world changes she will be better prepared to understand the economics involved in production and price.

ON local history, culture, and industry, consultation with the local librarian or the State Historical Society will yield much material. Old newspaper files will furnish information, sometimes colored by personal or political interest, but nevertheless representative of points of view which it is important for the social worker to understand. The issues for January 1940 of a weekly paper published in an Illinois county of about 50,000 population supplied information on tax assessments and collections and their effects on probable appropriations; the effect of the law to permit payment of five years back tax without penalty; a comparative statement of appropriations for mothers' pensions, blind pensions, and "pauper" relief; a study of agricultural development; the threat of a mine strike; a toy project; a discussion of ways to combat tuberculosis; recommendations of a business association regarding rural education and subsistence farming for persons in seasonal industry; a front page interview with a returned convict blaming drink, playing up his honest mother, and ending with the hope and belief that he could still make good; the announcement of a vote on tax rate for a local sanitarium for tuberculosis; a report on the distribution of surplus commodities; another on free lunches for school children; and a third on unemployment compensation. From her perusal of the local newspaper the social worker will learn what kind of material she will supply to them when she reaches the point in community interpretation where the use of newspapers is indicated. This use of rural newspapers is discussed in the pamphlet "Rural Routes to Community Understanding," by Betty Barton and Florence Black, published last year by the Social Work Publicity Council. [See *Survey Midmonthly*, October 1940, page 303.]

Many federal, state, and local reports give remarkable insight into local problems and plans. Census reports yield an abundance of material. A comparison between the particular county in which a worker finds herself and its neighboring counties may prove the key to many a puzzling question. The studies made by the FERA and the WPA furnish an almost inexhaustible amount of material helpful to the rural social worker. A glance at a few of the titles listed in WPA Index of Research Projects, Vol. III, 1940, reveals the scope of material available. "Major Soil Types of Oregon" includes material on agricultural land values. "Municipal Ground Water Supplies of North Dakota" may seem a long way from a social worker's bailiwick, but when money for hauling water has to be included in the family budget week after week, the facts set forth in the report take on reality. No social worker in central Missouri should be ignorant of the possibilities of rock wool resources in the Sedalia limestone formation which are discussed in another report. New Jersey and Tennessee have reported extensively on studies of deathrates from tuberculosis, venereal disease cases, infant mortality, juvenile delinquency, housing, recreation, land utilization, and many similar subjects of concern to the social worker. Local reports to state boards of health and education, and annual reports of the agricultural agent and the home demonstration agent, are vitally important to the social workers who

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want to utilize resources properly and in turn to be used by them.

Legislation in relation to rural life is to the social worker an unexplored field, except in the case of those fortunate enough to have had some reference to it in courses or institutes in rural public welfare. The Pre-emption Act of 1841 by which squatters were permitted to buy land at nominal prices, and the Homestead Act of 1862 which induced thousands of people to sacrifice comfort and sometimes life for the sake of independence, had no small influence in rural development. The creation of the Department of Agriculture in 1889 gave it the recognition, authority, and stability which it had not had as a bureau. Knowledge of its history is essential to the social worker who meets its ramifications in every phase of farm life. Grants of land made to railroads and their influence on settlements, the history of the land grant colleges with all that those grants mean not only in opportunities but also in obligations, are studies in themselves. In more recent years, the Rural Credits Act of 1916 with the establishment of Federal Farm Banks, and its extension in 1923 to cover borrowing on live stock and crops, is a recognition of the farmer's political significance, as well as his financial plight. A study of this material will throw light on the more recent legislation which created the Agricultural Adjustment Administration, the Federal Surplus Relief Corporation, the Rural Rehabilitation Division, the Rural Resettlement Administration, and the Farm Security Administration. Though not all of them are germane to any one situation, and some of them have changed their names or passed into history, a knowledge of their purposes, their successes and failures, is important for an understanding of present resources and community and individual attitudes toward them.

A CONSIDERABLE number of social workers are worrying themselves hollow-eyed over the lack of professional education among rural social workers and are impatient or discouraged at the low standards set in some states. But social work, especially in rural communities, is young and time itself will take care of some of its problems. Other public services have had to start with what was at hand in the way of personal and community attitudes, for example the public school system. While there still are some sections where standards well might be raised, it may be that the steady rise in school standards has been the result of more moderation and less agitation. That schools recognized the dilemma is apparent from reports of early administrators. In 1866 the school commissioner of Williamson County, Illinois, wrote: "I cannot be as strict in the examination of teachers as I would like to be for the number of applicants is not large, and if I should not give certificates to some who do not really deserve them, many districts would be without schools."

This leads to the question of training, and particularly whether special training can be given to those with special qualifications to fit them for social work in rural communities. The job of the training school has been outlined for workers in the child welfare field, but it is doubtful whether any school can, in two years, prepare workers with knowledge and adequate practice in case work, group work, community organization, and public welfare administration, so as to supply the field with "workers who are able to cope with economic and environmental situations; who are patient with slow progress and able to inspire confidence in their own capabilities; who have enough initiative and imagination to turn a situation's latent possibilities into account and enough self assurance to stand up alone to complete responsibility." A critical study of the worker thus described by Hazel A. Hendricks of the U. S. Children's Bureau in the *Survey Midmonthly* of November 1939 reveals a need for personal qualifications—patience, ability to inspire confidence, initiative, imagination and self assurance, which are generally conceded to be necessary for any successful social worker. Properly directed case practice, whether with individuals, families, groups, or communities, is designed to strengthen those qualities. Possibly more emphasis on group work and community organization will help in the adequate preparation for rural work, but this must be accomplished with no sacrifice of practice in individual and family case work.

We seem then to be in the dilemma of adding to the period of formal training or of accepting its inadequacy and laying a ground work on which the worker can continue her self-training. But this situation exists in connection with training for any social work activities, whether in cities or in rural communities, and the student who has learned history, content, and methods of social work with some direction to sources of information, and who has intellectual curiosity and imagination to follow where these lead her, constantly can increase her professional equipment and ability. Social work leaders and educators are doing much to help rural workers, but the real key to their growth is in their own resourcefulness and energy.

Farmer Ben's Soliloquies

"I tell ye 'tis nonsense," says Farmer Ben,
"This farmin' by books an' rules,
An' sendin' the boys to l'arn that stuff
At the agricultural schools!

"Rotation o' crops an' analysis,
Talk that to a young baboon;
Ye needn't be tellin' yer nonsense to me
Fer I believe on the moon.

"If ye plant yer corn on the growin' moon
An' put out yer lines fer crows,
You'll find it will bear an' yer wheat will too
If it's decent land where it grows.

"But potatoes, now, are different things,
They want to grow down, that is plain;
So, when ye plant fer that ye must plant
When the moon is on the wane.

"An' as to hayin', ye wise ones now,
Are cuttin' yer grass too soon,
If you want it to spend, jes' wait till it's ripe
An' mow on the full o' the moon.

"An' when all the harvest work is done
An' butcherin' time comes 'round,
Although yer hogs are at their best
An' as fat as hogs are found,

"You'll find yer pork all shriveled an' shrunk
When it comes to the table at noon,
All fried to rags if it wasn't killed
At the right time o' the moon."

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Sallie Carter, Applicant for Kingdom Come

BY MARY L. ROGERS

TO her own amazement Sallie Carter, social worker, found herself at the Heavenly Gates. The head-on collision with the truck had been so unexpected. But here she was an applicant for Kingdom Come and here was St. Peter looking her over. He was very friendly and understanding and listened attentively to her claim for eligibility and her plan for herself.

"All right, Lady," he said amiably. "Come on in. No, you don't need credentials. We'll get to them later. Just go into that room over there, and write your own case history. It's a little requirement we have for all social workers, a kind of atonement they must make for having written so much about other people. The registrar will give you a number. Begin by writing up this interview as an application, and go on from there. Don't be excited. We're used to social workers."

Sallie followed his gesture into a large room crowded with people sitting at desks, busily writing. She got her number and a sheaf of paper, and after a little preliminary pencil biting, went to work.

Case #69-1042—Sallie Carter—Barksdale, Ga.

SOCIAL HISTORY

1. ***Application:*** Miss Sallie Carter makes application for admission to the Heavenly Kingdom. At present she is unemployed, but if possible and under certain conditions wants to continue in her earthly profession of social work.

Applicant wants to know if she will have to cope with bogholes, muddy hills, bull dogs, barbed-wire fences, railroad cattle guards, and two-plank bridges; if there will be engine trouble and flat tires; if she will have to kow-tow to politicians interested only in helping their friends; if she will have to say to hungry, ragged, and discouraged people, "Sorry, the quota has been cut," or "Sorry, no funds available." If she has to go through all this again, she prefers to withdraw her application and take the next elevator down.

PRESENT SITUATION

1. ***Description of Home:*** Miss Carter has been living for the past six months in one room of a boarding house on L. Street. The furniture consists of a bed, a rocker, a dresser, a table, and a wardrobe trunk. The closet is filled with dresses of conservative style, and sensible shoes in varying degrees of scuffitude. The wardrobe is brightened by one hopeful red evening dress and a pair of frivolous sandals. On the table are a Bible, Mary Richmond's "Social Diagnosis," and a detective magazine. A slip usually is draped over a chair, a pair of stockings over the foot of the bed.

2. ***Family Group:*** Miss Carter lives alone, but takes an enthusiastic part in boarding house activities. She brings the landlady presents, and is rewarded by having her dinner saved for her when she is late, an occurrence common to workers in her profession.

A recent snapshot shows Miss Carter on the job. She is standing by an elderly jalopy, brief case in hand. She is brunette, a little tall, a little slender, with a smile that somehow misses the effect of muscular forcing sometimes practiced by social workers.

PERSONAL HISTORY

1. ***Early History:*** Record of birth shows that applicant was born at Quentine, Ga. on October 12, 1909, the daughter of John A. and Susie Hopkins Carter.

According to her mother, Sallie was a dreamy child; for hours she would lie on the floor reading Horatio Alger or Louisa M. Alcott; at other times she would climb a tall tree, give an Indian war whoop, and dare the boys to "come on up." Sallie sometimes went to sleep in church, but more often wove fancy daydreams above the heads of her elders.

With the same amiability with which she obeyed every maternal order—when there was no other way of getting around it—young Sallie helped her mother give out Christmas baskets. She turned up her nose, and tried not to look at the perennial recipients, "those awful Jinkses." She did wonder why the Jinks had to be forever this way, and why no one remembered them in between times, but no one else seemed to think much about it and neither did she.

2. ***Adult History:*** On entering college, Sallie routinely joined the YWCA as she joined every other school organization. She was interested in the social service division, probably because of those vague wonderings about the Jinks family. However, she never brightened any corners perceptibly. In her senior year she became interested in sociology, and tried to connect her book work with the practical problems encountered in social service with the "Y." She had some half-formed idea, even then, of being a social worker, but kept on in the more clearly defined training for teaching prescribed by her parents as the only fitting occupation for a young lady. In due course there was a Bachelor of Arts degree acquired, her mother always said, "Cum skin of the teeth."

After college came four unsatisfying restless years of teaching in small towns, always with a vague longing for the adventure of a profession of which she once had caught a glimpse. Then came work with the FERA, with its hectic, queerly distorted realization of that dream of helping people in trouble.

At first Sallie was afraid of the change from the routines of teaching, worried by the constant strain on emotions and energy, wondered if she would ever be sane again. But after a while, under the wise coaching of her supervisor, she gained a degree of balance and perspective. By the time FERA was over, she knew what she wanted to do and went about it by enrolling at a school of social work. She returned to her home state to find a world waiting to be put to rights, a feverishly expectant group of applicants for help, and a panoply of rules and regulations set up by the new county welfare department. To all this Sallie Carter brought a few definite ideals, a few utterly impractical "pipe-dreams," and a few skills acquired by association with experienced workers. At once she had to acquire a whole new set of skills: typing, filing, bookkeeping, and all sorts of methods of handling details. She found that she had to depend on her own decisions, that "passing the buck" only back-fired on her. In talking to applicants, she learned that a few key queries and an attitude of understanding were more productive of information than a bombardment of "doubting Thomas" questions. Working for the federal and state governments, with their careful auditing of records, made her accurate and watchful of details. For her clients she tried to make her office, not a place for loafing or for emotional arguments of long duration, but a pleasant place for warming briefly by the stove in winter, and for resting from a long walk in summer.

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3. *Health:* Although Miss Carter had almost every disease from the seven-year itch on up, she never while working was in bed more than three days at a time, and never had sick leave from the job. It took a collision with a truck to put her out of business.

PERSONAL QUALITIES

1. *Tact:* Miss Carter's interviews with clients were friendly but brief, with record-getting made as painless as possible. She denied assistance in a courteous manner, striving to reject only the application and not the applicant. Likewise she was tactful in dealing with supervisors of other welfare activities, knowing that this got the best results for her county and clients.

2. *Emotional Stability:* No matter how ornery the complaint of citizen or client or how angry the ranting, Miss Carter always counted ten before answering, although sometimes she resorted to a trip to the filing room to give a vicious kick at a cabinet, or to voice a confidential "dern" to a blank wall. A sense of humor helped her to view her work objectively and to laugh once in awhile.

3. *Efficiency:* Miss Carter exhibited ability as a jack of all trades. She was a past master at changing tires and digging out of bogs. On the day preceding the accident, her daily report shows: ten letters written, a case history typed, six office interviews, six home visits, a conference with a supervisor or two, and a board meeting at night. She could make a readjustment of schedule on short notice, and could meet emergencies without fluttering.

4. *Community Contacts:* At heart a very timid person, Miss Carter, by the nature of her profession, became quite a joiner. She knew that her best contacts with the community were through churches, clubs, and even occasional barbecues. Never a soapbox orator, she became a good purveyor of information over a coca cola at the village filling station. She was not above handshaking and head-patting, and learned to adjust some of her hifalutin' notions to the people with whom she dealt, and to acknowledge advice, however unlikely its source. By these means, she obtained transportation for the crippled children in her county, the beginnings of a health program, school lunchrooms, and an active community interest in welfare problems as a whole.

RECOMMENDATIONS

It is recommended that Miss Sallie Carter, Spirit No. 69-1042, be admitted to the Kingdom as a Social Worker; her duties to consist of floating along Golden Streets, making social calls on lonely spirits waiting for their friends.

ACTION TAKEN: *Passed. O. K., SPGA (St. Peter, Guardian Angel of the Heavenly Gates)*

why i do not think i would make a good rural case worker

after reading the rural community and social case work by josephine brown

by marilla rettig

with apologies to archie mehitabel and don marquis

reprinted by request from Survey Midmonthly, January 1936

dear boss
i just finished miss browns book
and i dont wanta be
a rural case worker
on account of i dont claim
to be a superwoman or
a paragon
period
the only women who ought
to even think of this job
oughta be old maids
on account of
they are the only ones
who would give a
lifetime to
a community program
and they wouldn't care
if there wasnt
any place to go
when they quit work
except home
exclamation mark
moreover
boss what worker
could possibly have
all those qualifications
laid down by miss brown
question mark
by the time she learned
how to be a bookkeeper
treasurer stenographer
file clerk statistician
case record writer
and what not
as well as public speaker
amateur farmer psychologist
fund collector and interpreter
of what the board is and does
and tactfully so too boss
and has six years in college
with courses in agriculture
and farm management just
thrown in for good measure
and three to five years experience
preferably rural
what i mean is boss she would be
very aged no less
period
and when she starts on the job boss
and carries 400 cases
and covers 1000 miles
maybe without an auto
on account of she cant
get the board to give her one
and talks the pta into
giving roller skates to the kids
and county fairs into giving
rest rooms
and the state hospital to lend
a psychiatrist
and gets papa farmer to see light
and farmers children to see papas
side too
all these she must do besides having
judgment
commonsense patience and humor
and a constitution unbeatable
and boss miss brown even
expects her to remain friendly
and to all free from prejudice
and while in rome to do as
the romans do though to
tell the truth boss there
isnt anything else to do
if she doesnt want the
romans to talk about her
and all that priceless personality
boss for a measley 2400 a year
it aint right boss really
with all that she oughta be
president at least
period
and then boss in her spare time
miss brown wants her to be an
amateur photographer or
butterfly chaser for her own
recreation
and boss while there is life
in the old dame yet i dont
wanta try it please
on account of
i cant take it

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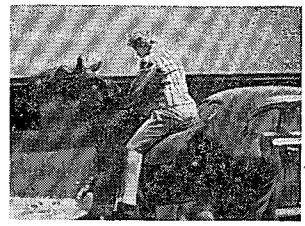
AND HERE ARE RURAL WORKERS

Unanticipated Skills

"FROM THE TIME I WAS TWELVE I KNEW I WANTED TO BE A social worker," says Ada M. Kruse, supervisor of child welfare services, Marion County, Illinois. To this end she planned her college courses but picked up, besides her BA, a BS in education—"in case I didn't turn out so well in social work." After accumulating an MA from the School of Social Service Administration, University of Chicago, she put in four years of case work in Chicago agencies.



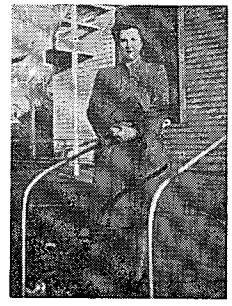
A strike of oil in 1938 in Marion County (pop. 5,000) enabled it to provide funds for dependent children and to qualify for a demonstration unit of child welfare services. The demonstration under Mrs. Kruse's supervision was so effective that at the end of its first year the county raised its appropriation for mothers' pensions from $5,000 to $25,000. Mrs. Kruse says that many unanticipated skills are required in rural work: for example, horseback riding to cut down walking time in visiting clients who live miles off passable roads. Her first time up was accomplished, she says, to the obvious amusement of the horse.

Fine Place for Boys

THE SON OF HOMESTEADERS IN NORTHWESTERN NEBRASKA, Clinton Belknap was thrown on his own resources at the age of thirteen. He worked his way through highschool and college, and after an interval in YMCA work in Iowa and the acquisition of a wife, went to Chicago where he worked at the University of Chicago Settlement while getting his MA at the university under "the Abbotts of Nebraska." Then followed a period of case work with the Cook County Bureau of Public Welfare, but when the chance came to go back to Nebraska he took it. Mr. Belknap is director of assistance in Hall County of which the Abbotts' native Grand Island is the county seat. "We enjoy being a part of the community and think it's a fine place to bring up our two little boys."

Daughter of the Dust Bowl

BORN IN THE DUST BOWL AREA OF WESTERN KANSAS, ELEANOR Northcutt has lived there all her life with time out only to get her degree from the University of Kansas, to teach a country school for two years, and to put in a year at the University of Chicago. Finney County, where she is the child welfare worker, is large in area but small in population. Its beet sugar fields and factory attract much seasonal labor which brings with it all the social ills of which migrants are the unhappy heirs. "And that," says Miss Northcutt, "is what my job is made of. In my off time I eat, sleep, go to meetings and read. I'm still trying to finish an afghan I started two years ago. But I am gathering material about the job which I hope will be useful for a thesis when, as, and if I can get back to school."



"But Always Seeing the Country"

GOTTFRIED J. KUHN WAS THE YOUNGEST OF NINE CHILDREN whose father died when he was just past two, but, he says simply, "My mother continued to operate the North Dakota farm and to raise the family." While at the state university he "began to have designs on social work" which were furthered by graduate study at the University of Minnesota. He did case work for the North Dakota FERA for a year or so until 1936 when he was called to Barnes County as executive secretary of the welfare board. Mr. Kuhn's interests outside the job are cabinet making and the study of Indian culture. As a student he spent his vacations in archeological research in Arizona and in travel, "sometimes hitchhiking, sometimes hopping freights, occasionally buying a ticket, but always seeing the country." He is active in the North Dakota State Conference, a member of the Elks and the Knights of Pythias and, he adds proudly, of the 1940 state bowling association championship team.

In a Cotton County

ANSON COUNTY, NORTH CAROLINA (POP. 28,412), WAS Mary Robinson's home and she already knew its ways and its people when she began social work there nearly twenty years ago. Starting with a degree from the North Carolina College for Women she has done graduate work at the University of North Carolina, Columbia University, and the New York School of Social Work. When Miss Robinson was named superintendent of public welfare in 1925, her office was a desk in a corner of the county commissioners' room in the court house. Today she and her staff of nine, four of them case workers, share a new building with the county health department. Anson is a "cotton county" with many large farms operated by tenant farmers for absentee owners. More than half the population is Negro.

Resources Are Where You Find Them

AFTER A START WITH THE ASSOCIATED CHARITIES OF CINcinnati and several hectic years in and out of the various alphabetical emergency relief agencies, Beatrice Armentrout went to the New York School of Social Work to study public welfare administration. Then came the chance to go as case supervisor to the Department of Public Welfare of Allegany County in western New York. She'd never heard of the county but she took the job and has been working at it ever since. Rural social workers, she says, learn to utilize resources where they find them and not to alibi when none exist. By the same token they take their recreation where they find it. "We go to great lengths in new and untried adventures, whether in setting up new case load controls or learning to ski. We miss the theater, but we go in for bowling and like it."

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Country Folks Are More So

THE DEPRESSION CUT SHORT A "TREND TO JOURNALISM" in Peggy Price's vocational career and landed her in social work. Fortified with college credits in social sciences and vacation experience as a camp counselor and playground worker, she began with the Catholic Home for Dependent Children in New York City and for nearly three years combined a "very full time job" with courses at the New York School of Social Work. Four years of home finding for the Connecticut State Bureau of Child Welfare gave her, she says, "an everlasting endurance to automobile travel." In 1937 she was "picked" for the newly organized child welfare services in Litchfield County. "The people are not so different from city folks," she says "they're just much more so. Their problems are more your problems and yours, theirs." Now she has a little apartment, a telephone, and a dog, and spends the long winter evenings taking calls from clients and wondering how the iris will do next season.

She Knew What She Wanted

DAUGHTER OF A CIVIL ENGINEER ON THE WEST COAST SALLY Taylor's childhood was spent "in mountain camps, at the shore, in rural villages, and intermittently in large cities." Her family groomed her for teaching, but after college and two years of graduate work at the University of Southern California she knew she wanted to be a social worker. Her first job was in a little California town; her first client a "ferocious looking Mexican gentleman with an incredible mustache who wanted a ham."

Miss Taylor was in and out of the battle of emergency relief, did turns with the Travelers Aid and Department of Charities in Los Angeles and finally returned to the fold of the State Relief Administration. "Practically everyone turned up in one or another of my offices, from Steinbeck's Joads to Mr. Steinbeck himself." For two years she has been director of the welfare department of Solano County, "a strange combination of rural and urban, with one-room school houses, stranded farmers, and dying villages on one hand and a magically growing boom town on the other."

Where Big Plantations Give Way

ROLAND ARTIGUES CAME OUT OF LOYOLA UNIVERSITY, New Orleans, in 1928, "the last of the golden years." He took work where he found it until 1933, when he went to the Louisiana FERA. Since then he has alternated public welfare jobs with graduate work, usually on scholarships, at the Tulane School of Social Work. For more than a year he has been senior case supervisor in Rapides Parish in the center of the state "where the culture of the old French South meets the more Anglicized North; where the big plantations give way to small isolated farms." Mr. Artigues is active in professional social work affairs in Louisiana and on the side is finishing his thesis for the MSW degree from Tulane, its subject, "Budgeting in Rural Families," with special reference to the evaluation of farm resources.

"I've Always Liked People"

KATHERINE HAGBERG WAS IN HER SECOND YEAR AT THE University of Minnesota before she decided that she didn't want to be a teacher but a social worker, "probably because I've always liked people." After a stretch with emergency relief she settled down some four years ago as executive secretary of the Sibley County, Minnesota, Welfare Board. Sibley County, with no town of more than 1,500 people, finds most of its social problems among seasonal agricultural workers and residents in the wooded hilly country along the Minnesota River. "I do the usual conglomeration of things," says Miss Hagberg, "from investigating the case of an insane woman found chained in a hut on the prairie to trying to make thirty-seven pairs of shoes go around among 150 practically shoeless people; from digging my car out of snow drifts to working with the League of Women Voters."

Miss Hagberg's associates say that she has been particularly successful in developing local resources and in "bringing along" a cautious conservative community "without fuss or fanfare." Just now she is on leave for study at the University of Chicago trying, she says, "to pull up some of the weeds which have grown up with the grass roots and to find new ways of tackling stone walls."

A Way of Making Things Possible

PROWESS IN BASKETBALL WON MARY ETHEL TAYLOR HER first scholarship at Cumberland University in her native Tennessee. Scholastic achievement and qualities of leadership won her others and enabled her to graduate. She was teaching country school when, on the recommendation of the president of Cumberland, she was "tapped" by the state relief administration for special social work training at Vanderbilt University. After that there was no more teaching for Mary Ethel. She had found her vocation. Presently she again was "tapped," this time by child welfare services for training at Tulane University. Since early in 1938 she has had a district of eight western Tennessee counties where, she says, she's had to forget about raising tobacco and learn about raising cotton. She has a way, say her associates, of making things possible. They tell of her that on one occasion, when a county had no money for child welfare, she persuaded the supervisors that, since there had been few county burials that year, the unexpended coffin fund could properly be used for dependent children.

Roses, Oil, and Destitution

SMITH COUNTY, TEXAS, WHERE ALICE CARR IS THE OLD AGE assistance worker attached to the State Department of Public Welfare, is in the northeastern part of the state and is, she says, "a place of strange contrasts. Beauty derived from the pine woods and from hundreds of acres of roses grown for shipment to all parts of the country; immense wealth derived from the largest oil fields in the world, just on our borders. And with this is utter destitution for hundreds of people who are trying to eke out an existence by growing cotton on worn-out sandy farms." The worst of her problems, she

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says, are due to the complete lack of facilities for free medical or hospital care for the 400 "cruelly poor" old people who constitute her case load.

Miss Carr had a year at Barnard College in New York, got a degree from the University of North Carolina, and taught school for three years before she moved to Texas and joined the staff of the State Relief Commission in Dallas. After that came three years with the WPA in Waco, followed by a year at the School of Social Work of the University of Southern California. She has been in Smith County since last summer, sustained, she says, by the hope of saving up enough and getting time enough to complete the work for a master's degree.

Someday a Book

FEW PEOPLE IN RURAL WORK HAVE MORE PROFESSIONAL BACKground and experience than Kathryn R. Young of the child welfare services in New Castle County, Delaware. A native of Philadelphia, Miss Young was "handicapped by youth" when, after two years at Howard University, she applied for admission to the Pennsylvania School of Social Work. The handicap was overcome by a year as a volunteer with the Armstrong Association, organizing and running a one-room recreation center for Negro youth, "an invaluable experience and a real foundation for rural community work." Three years at the Pennsylvania school were accomplished by means of fellowships and part time jobs. Then followed four years with local and state agencies and finally the call to the child welfare services in rural Delaware. As the first Negro employed by the state agency, and for six months the only CWS worker in the state, Miss Young had, she admits, "many problems." How effectively she coped with them is written in the record of community organization in Delaware. Someday, she says, she's going to write a book about her Delaware experience, pioneer in every sense of the word.

Sagebrush Country

FAR UP IN THE NORTHWEST CORNER OF OREGON IS CLATSOP County—where in 1805 Lewis and Clark came to the end of their long journey, where in 1811 John Jacob Astor established his trading post on the site of the present county seat, Astoria. Here, where the Columbia River empties into the Pacific, Marion Bowen, administrator of the county public welfare commission, deals with the social problems left behind by declining logging and salmon fishing industries. "Just name one problem known to social work anywhere," says she, "and we'll match it." Miss Bowen was drawn to social work early in her student days at the University of Oregon, but she put in a year of teaching and another year at the university's school of social work before her chance came with the Red Cross in disaster relief work following a great fire that destroyed most of Astoria. She was there with the Red Cross for four years, then with state welfare agencies until 1937 when she went back to Clatsop County, "because I wanted more rural experience." Her secret ambition, she says, is to write a book, "or something," about social work in the sagebrush country. Her idea of fun is "to explore the primitive sections of my beloved Northwest."

Way Down South

FAR DOWN IN SOUTHERN ALABAMA IS ESCAMBIA COUNTY whose department of public welfare has grown up under the resourceful guidance of its director, Beatrice S. Hagood. Like so many of her rural colleagues, Mrs. Hagood was educated for teaching and worked at it until the problems of children and their families gradually diverted her interest to social work. After special preparation at the University of Alabama she went to Escambia County in 1932 as child welfare superintendent. When the State Department of Public Welfare was formed in 1935 she was named county director. Any other appointment would have brought mutiny in Escambia County, by the whole community as well as the clients. Appraising Mrs. Hagood's development of local resources one of her colleagues quoted Jonathan Swift ". . . whoever could make two ears of corn or two blades of grass to grow upon a spot of ground where only one grew before, would deserve better of mankind, and do more essential service to his country, than the whole race of politicians put together."

"Relief When There Is Any"

MAURICE E. POWERS HAS BEEN IN PUBLIC WELFARE WORK IN various Washington counties for seven years, the last three as administrator of Kittitas County in the central part of the state. A graduate of Whitman College, he got his professional training at the Graduate School of Social Work of the University of Washington in Seattle. Kittitas County, touched by the Columbia and crossed by the Yakima River, is both agricultural and industrial, about half of its 20,000 people getting their living from farming, the rest from coal mining. Some twenty nationalities are among the residents, and incidentally are represented on the case load which Mr. Powers and his staff of five must deal with. All the public welfare services go through the county office—the categories, the alphabetical agencies, and "relief when there is any." And that, as every rural county director knows, is a much oversimplified description of his job.

In the Indian Country

BEATRIZ BACA, DAUGHTER OF A NEW MEXICO VILLAGE ON the Rio Grande, graduate of the New Mexico State University, taught school for six years while her interest in social work rose steadily through contacts with social workers who came to see her about the children. Presently, through the State Department of Public Welfare, she was able to get a year of professional training at the University of Southern California after which she was assigned to child welfare services in Rio Arriba County, up on the Colorado border. The county is mountainous, its people almost entirely of Spanish descent. "In the interest of mutual understanding," says Miss Baca, she speaks Spanish with three fourths of her cases. Her office is in the San Juan Indian pueblo and some day when she has time she's going to take pottery lessons from the wife of the pueblo's Indian governor.

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The Common Welfare

Well Done!

HIS major task finished, Earl G. Harrison, director of alien registration, has resigned his post in the U. S. Department of Justice to return to his law practice in Philadelphia. The resignation, effective January 16, was in line with the understanding on which Mr. Harrison undertook the job of directing the nation's first tally on its non-citizen residents [see page 62]. Between July and mid-January, he developed procedures in line with the broad, humane policy laid down by Attorney General Jackson and Francis Biddle, Solicitor General; assembled a staff; and carried through the four months' enrollment in such a way that the anxieties of aliens and immigrant aid groups were allayed. What might have been a "witch hunt" became an orderly and matter-of-fact experience in sound public administration and compliance with the law.

While relinquishing his full time duties in the Department of Justice, Mr. Harrison will continue on a voluntary, part time basis, at least until the final report on the registration is completed. In accepting Mr. Harrison's resignation, Solicitor General Biddle spoke for many who have been in close touch with the new division, when he said: "I hope that the temptation towards public work will keep simmering in you. Once you have yielded to it, nothing else can be as good."

For Army Morale

THAT the defense program is creating widespread "community shortages" in health services, housing, public assistance, educational and recreational facilities was emphasized by Paul V. McNutt, federal security administrator, in his address before the Council of State Governments in late January. Mr. McNutt, who has been designated to coordinate health and welfare aspects of the national defense effort, urged local and state study of current needs and facilities for meeting them, holding that the expansion of established agencies to meet emergency problems will prove more effective than setting up new agencies. The office of the federal coordinator will maintain only a small staff, depending mainly on committees representing participating agencies, with an Interdepartmental Advisory Committee, composed of the heads of the cooperating federal agencies, to deal with over-all policy and planning. Paralleling the headquarters set up, there will be a regional advisory council in each of the twelve geographical areas of the Social Security Board, and the board's regional directors will serve as regional defense coordinators.

The importance of community resources in maintaining army morale is underscored by the recent announcement by the Secretary of War of the establishment of a War Department Committee on Education, Recreation, and Community Service.

Frederick H. Osborne, New York, who was in charge of the work of the American Red Cross in the army zone in France during the last war, is chairman of the committee. Other members are Wayne Coy, Federal Security Agency; Clarence A. Dykstra, director of the Selective Service System; Robert Sherwood, dramatist; Charles P. Taft, member of the City Council, Cincinnati, Ohio; Lieut. Col. H. F. Thompson, War Department General Staff; Col. L. Kemper Williams, Morale Division of the Office of the Adjutant General. Fred K. Hoehler, American Public Welfare Association, has been loaned to the committee for a few weeks as consultant.

The committee will not build up a staff of its own, but will continue in a purely advisory capacity, operating with the army on activities in the camps, and with the Federal Security Agency in relation to community activities.

Cooperation in Chaos

A DRAMATIC example of the part being played by the cooperative movement in the defense of Britain is given in belated reports to the Cooperative League (167 West 12th Street, New York, N. Y.) from shattered Coventry. The principal retailer of food in the city was (and still is) the Coventry Cooperative Society. On November 15, the day following the raid, all thirty-nine of the society's grocery branches were open as usual, though some of them were unroofed and most of them lacked windows. Coventry's great cooperative department store was a vast pile of stone and cement and twisted girders. But in the midst of the rubble was the society's "strong room," intact. Members of the society were able to withdraw emergency sums from their investment in the enterprise. A few thousand pounds were disbursed by the society in small amounts, but during the weeks since the raid, there has been no run on cooperative capital.

Almost a year ago, the British Cooperative Movement worked out plans for mutual aid in time of emergency. When the Nazis made their unsuccessful effort to disorganize completely the industrial and civilian life of Coventry, those plans were tested to the full. With smooth precision, help came almost as soon as the last bomber had dropped its load. Neighboring cooperative societies rushed ample supplies of bread to the city, together with stocks of canned soups and vegetables, cooked meats, chocolate, coffee essence, and much-needed candles. The Cooperative Society was able to tell its staff: "Feed the people. Never mind about ration restrictions. Never mind whether customers are members or not. Feed everybody."

Migration

AFTER collecting more than 3,000,000 words of oral and written testimony from 352 witnesses, the House of Representatives' Select Committee to Investigate the Interstate Migration of Destitute Citizens—otherwise known as the "Tolan Committee"—has issued a preliminary report giving the gist of its findings and asking for an extension of time in which to prepare its final report and a "lengthy technical supplement." Many, varied, and often conflicting were the proposals for remedial legislation offered at the hearings, but, the report points out, the "experts" and administrators among the witnesses were of the unanimous opinion that the problem of migration is national in scope and requires some sort of federal action. Because it must have time to digest the vast amount of material collected, the committee as yet offers no recommendations of its own, but uses the preliminary report to present the outstanding characteristics of the present day

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migration as they emerged from the hearings—a migration differentiated from other migrations in that "push" has displaced "pull" as the dominant factor in its origin. On the whole the report is a dispassionate, but because of the facts, moving summary of one of the most perplexing problems facing the country today.

As the committee's hearings progressed it became apparent that defense preparations are aggravating rather than alleviating the problems of migration. Recognizing these conditions, the committee promises to give them extensive consideration in its final report. That it will show foresight in its approach is indicated by its concern not only over present conditions, but also over what may be expected with the slackening of defense preparations.

Though the committee has refrained so far from sponsoring any specific remedies for alleviating the evils of migration, the trend which its future recommendations may take is suggested by several "asides" in which it points up the need for guidance and control in the present surgings of populations back and forth across the country; among them the statement: "It is imperative, aside from purely humanitarian considerations, that the whole problem of decasualizing the labor market be tackled if we are to draw fully upon our available manpower in the defense effort."

Gifts and Givers

CONTRIBUTIONS for foreign relief increased more than any other type of philanthropy during 1940 as compared to 1939, according to a recent study of private contributions for "educational and charitable" purposes in seven major cities of the United States made by the John Price Jones Corporation, commercial fund raising organization. The fact that total gifts in these cities were only $61,997,707 in 1940 as compared with $83,050,030 in 1939 does not indicate a lessening of American generosity, says the corporation, because $25,000,000 of the 1939 total represented a single gift to the National Art Gallery. Two fields which suffered perceptibly from the trend toward foreign giving were education, where gifts dropped from $20,975,252 in 1939 to $13,003,434 in 1940; and "religious purposes" which fell from $1,632,357 to $250,219. "Organized relief" which received some $25,000,000 in 1940 was only slightly below the 1939 figure.

The importance of the little fellow in philanthropy, America's fourth greatest "industry"—representing capital investments of over $20,000,000,000—is pointed out in the corporation's "Yearbook of Philanthropy," a combination of statistics and interpretative text reviewing the history of American giving over the past twenty years. The figures show that income taxpayers in the "$5,000 or under" class made gifts totaling $3,037,817,000 during the period, compared with $253,573,000 contributed by million-dollar-a-year men.

School Inquiry

CHARGES of infringement of liberty and subversive activity have been stirred by the Rapp-Coudert Committee, investigating the public schools of New York, and by the press reports of testimony brought out at the hearings. The committee was appointed by the state legislature to "investigate, study, and review state aid, administration, conduct, methods, subject matter, and subversive activity" in the public schools. So far, the Teachers Union and the communist affiliations of Brooklyn College teachers have been the chief objects of the committee's inquiry. Many civic and educational groups deplore the methods of the legislative committee. Thus the American Committee for Democracy and Intellectual Freedom, of which Prof. Franz Boas of Columbia University is honorary chairman, and Dean Ned H. Dearborn of New York University, chairman, points out that the committee has permitted its witnesses to make public charges against teachers in schools and colleges without cross examination, or opportunity for presenting rebuttal testimony; and that teachers are threatened with imprisonment and loss of jobs for refusing to appear before a one-man subcommittee, without counsel.

On the other hand, *Frontiers of Democracy* (certainly not an organ of the "right") with other liberal journals and organizations, observes editorially that "It appears from the testimony that the Communist party members of the Teachers Union at Brooklyn College have been engaging in behavior designed to interfere with the orderly processes of teaching at the college."

If the funds of the Rapp-Coudert Committee, including the additional $45,000 recently voted by the legislature, are to be used for the stated purposes of the inquiry, two things would seem to be necessary. First, amendment of the committee's methods, for it is only by scrupulous observance of democratic practices and procedures that this investigatory group can in fairness inquire into undemocratic practices in the public school system of the state. Second, a distinction on the part of the critics of the Rapp-Coudert Committee between unjust condemnation of minority opinion and just condemnation of wrong conduct. For to seek to obscure unprofessional or dishonest activities by raising a cry of "persecution," "witch hunt," "red baiting," is to give aid and comfort to the enemies of education who would bar from the schools all unpopular ideas and liberal viewpoints.

Forgotten Folk

THE tumult of the defense program, the rising indices of business and employment, the pressure for broadened and strengthened security services, obscure the hard facts about a group of unfortunate Americans whose critical situation will not be changed by defense-born prosperity. They are the people dependent on direct relief who make up the "hard core of unemployability" to which the relief load gradually has contracted. Their plight is increasingly hopeless as the public in general and appropriating bodies in particular becomes increasingly indifferent to it.

An example of what is happening is offered by Missouri where for several years relief has been rigidly limited to unemployables, with funds spread perilously thin. For two years the average *family* relief allowance has been $13.50—45 cents a day for rent, food, fuel, everything. At the end of December even this largesse ceased and for two weeks, until the legislature took emergency action, thousands of Missourians starved—not quite to death.

During the past two years the Missouri Social Security Commission expended about $8,000,000 for direct relief. It has asked for $7,300,000 for 1941 and 1942 and the governor and legislature already are out to slash that figure. At the same time it asked for $52,000,000 for old age assistance as against $35,000,000 in the last biennium.

Missouri, as the St. Louis *Post-Dispatch* admits, is a "horrible example." There will be others before the winter is over. A relief crisis seems as inevitable as it is ironical.

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Here in Washington . . By Rilla Schroeder

BOTH in his message on the "state of the Union" and in the budget message, President Roosevelt rammed home his thesis that only an "all out" democracy can hope to meet the challenge of totalitarianism. The argument that the social program must be dropped or curtailed in the interest of national defense found no echo in either speech. On the contrary, the President urged its immediate expansion as vital to the defense program.

Washington Press Photo

RILLA SCHROEDER

In the "state of the union" message he said: "Certainly this is no time to stop thinking about the social and economic problems which are the root cause of the social revolution which is today a supreme factor in the world." Again in the budget message he declared: "Total defense means more than weapons. . . . It means people of health and stamina, conscious of their democratic rights and responsibilities. It means an economic and social system functioning smoothly and geared up to high speed performance."

In the first speech he itemized the subjects which, in his opinion, the new Congress should take under consideration for "immediate improvement." The expansion of the old age pension system and the unemployment compensation program came first. The need for "immediate improvement" along this line was again urged in the budget message when he said: "I deem it vital that the Congress give consideration to the inclusion in the old age and survivors' insurance system and the unemployment compensation system of workers not now covered." Second and third on the immediate list were the widening of opportunities for medical care and the improvement of the system by which persons needing gainful employment may obtain it.

Legislation covering the first two points is being carefully prepared. Senator Wagner will introduce both proposals. Both bills will be similar but not identical with measures introduced by the senior Senator from New York last Congress. In drafting both bills, the Senator is trying to meet the objections raised to them in the last session without sacrificing their principles. Neither, when completed, will indicate a retreat from the original premise: that only by democracy and more democracy can we steer the social revolution into safe channels.

ALTHOUGH THE WAGNER BILL IS NOT ready for the hopper, dozens of other bills proposing to amend the Social Security Act have been introduced in both House and Senate. All call for the expansion of the program in one direction or another. On the Senate side, all the bills will be considered in due course of time by the subcommittee of the Senate Finance Committee appointed last Congress on the George resolution. Senator George, himself, heads this subcommittee and others are Senators Connolly, Byrd, Johnson (Colorado), Herring, LaFollette and Vandenberg. Senator Townsend (Delaware) was not returned last November and his place has not been filled. On the House side, the Committee on Ways and Means is planning to give the social security bills prolonged hearings, but no dates have been set at this writing.

THE BUDGET MESSAGE IS, OF COURSE, only the groundwork for legislation. There is a wide gap between the publication of the fat volume (this year it is 1,071 pages) and the day when the money actually is appropriated and made available. Again the budget figures are only figures, and sometimes deceptive on the surface. Financial commentators are calling attention, with some acidity, to the President's estimated savings of $400,000,000 on WPA. To be sure, he asked for a billion for a full twelve months whereas last year it was the same figure for eight months, a saving of $400,000,000 by the President's reckoning. But this is not satisfactory to his critics who expected the defense program to eliminate that item. The President explained, however, that no matter how far reemployment goes there still will remain "many persons either unemployed or employed as emergency workers, or incapable of steady employment." These he proposed to keep on WPA.

Howard O. Hunter, acting commissioner, estimates that the proposed appropriation would permit the Work Projects Administration to give employment to an average of 1,300,000 persons during the fiscal year ending June 30, 1942. There were 1,880,000 on the WPA rolls on January 3.

THE SOCIAL SECURITY BOARD GETS A plus sign in this year's estimates, $450,044,791 against $423,209,960 for 1941. The Civilian Conservation Corps, National Youth Administration, and Office of Education, however, are cut by $9,994,900—$32,835,075 and $74,748,610 respectively. However, this does not mean that the President proposes to curtail the activities of these agencies. The current budget, for example, did not take into consideration the sixty-odd millions later given the Office of Education for defense training. And defense training, the President indicated, is to be stepped up and not down. Touching on this point in the budget message, he said: "In submitting these recommendations I have not covered the full requirements of the civilian training program. At present, surveys are under way which will provide a basis for transmitting an estimate of funds needed for the extension of this essential defense activity."

NOT FORGETTING, IN ALL THIS TALK OF war and defense, the inevitable "peace shock" that must follow the rearmament effort, the Administration is putting its full strength behind the resolution introduced in the Senate by Senator Wagner and in the House by Congressman Jerry Voorhis (California), creating a commission to plan now for the post-emergency period. The Wagner resolution would set up a twelve-man group—three from the Senate, three from the House, and six from private life—to begin a study of the problem. In his budget message the President suggested the wisdom of "putting on the shelf" certain public works projects to absorb labor when it is released by defense industry. He only briefly indicated the nature of these projects—river and harbor improvements and flood control—but the backers of the Wagner-Voorhis resolution have a variety in mind. A vast public housing program is suggested, with, perhaps, the experience of Britain in the Twenties in mind. A public roads building program is another suggestion.

Senator Wagner points out that such planning already has been undertaken by Great Britain although that nation is engaged in a struggle for its very existence.

Congressman Voorhis introduced two resolutions, one identical with that sponsored by Senator Wagner and another differing in detail but identical in purpose. He explained that he had prepared the latter before he knew of the New York Senator's proposal. Mr. Voorhis was chairman of last year's unofficial House Committee on Unemployment and is the author of another resolution, H. R. 25, introduced the first day of this Congress, calling for the creation of a standing committee of the House on unemployment.

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The Social Front

Concerning Children

ALMOST a verbatim report of what went on in Washington at the White House Conference a year ago [see *Survey Midmonthly,* February 1940] is now available as "The Proceedings of the White House Conference on Children in a Democracy," publication No. 266 of the U. S. Children's Bureau, price 25 cents from the superintendent of documents, Washington. Necessarily foreshortened because of space limitations, this chronological record of the general and group discussions of the preliminary reports nevertheless contains enough of the essence of what was said and who said what to show that the three-day meeting was no Yes-man's convention. Though the floor discussions are briefly summarized, the formal platform addresses are presented in full. The volume also contains the general report adopted by the conference, previously printed separately. [See *Survey Midmonthly,* June 1940, page 207]. In a foreword, Secretary of Labor Frances Perkins, the conference's chairman, refers to the conference as "a demonstration of democracy at work, using government as the servant of the people, facilitating the work of citizens representing many different interests and points of view . . . who have reached general agreement concerning the aims of democracy for its children."

The National Citizen's Committee, formed last summer to expedite the conference's program of action [see *Survey Midmonthly,* August 1940, page 243], is now in the full swing of operation. The committee reports that seventeen states have inaugurated definite follow-up programs, that nine others have programs under consideration. It also reports that many national organizations such as the Kiwanis International, the National Council of the YMCA's, the American Academy of Pediatrics, the American Library Association, have formed programs of their own to help carry out the conference recommendations. At the third annual meeting of the National Conference on Family Relations recently held in Chicago, many of the discussions directly related to White House Conference deliberations, and a special committee was created to formulate a White House Conference follow-up program.

Keeping Up— That sight conservation classes are successful in helping children with defective vision to maintain the educational status of normal children, has been indicated by a recent WPA study directed by Rudolph Pintner of Teachers College, Columbia University. The study involved 1,270 tests on 258 children, 14 percent of the partially sighted children enrolled in special classes in New York City's schools.

Transformation— After two years of concentration on home finding the Brooklyn Hebrew Orphan Asylum, formerly the country's third largest children's institution, has become completely transformed into a child placing agency. Last fall the institution's few remaining children left its old buildings never to return, and recently the organization opened new headquarters containing only child placing, medical, dental, and other service departments. At present the staff has under its supervision nearly 1,000 children living in foster homes.

Child's Eye View— The curiosity of institutional children about the outside world was witnessed recently by an institutional inspector of New York City's Department of Welfare. While the inspector was visiting a children's home, one of the little girls who had been away for the day returned with the social worker. All the other children ran to greet her with questions of "where were you," "what happened" and "how was it?" The little girl, says the inspector, waved at them cheerfully and shouted back: "Bellevue Hospital. They tried me out for an idiot, but I didn't pass."

War Victims— Persons who have been worrying about the children in unoccupied France were able to breathe more easily last month when the British government agreed to lift the blockade sufficiently to permit the American Red Cross to ship them relief supplies. Under the terms of the agreement, the supplies to be shipped are to be used only by children and are to be confined to medical supplies, dried or canned milk, vitamin concentrates, and clothing. Distribution is to be effected solely by the American Red Cross, either directly from their own warehouses or under strict supervision, to children's hospitals and clinics. . . . The first child refugees to land in this country since the British government halted its evacuation movement last fall [see *Survey Midmonthly,* November 1940, page 332] recently arrived in New York from Lisbon. The children were from France, Austria, Germany, Czechoslovakia, and Russia. . . . "Children in Exile," by Geraldine Pederson-Krag, was recently published by the Child Welfare League of America to promote "a better understanding of the hundreds of European children who now are settling down in American homes and communities." The pamphlet anticipates many of the problems which American foster mothers must face in their task of bringing up foreign children, as well as the problems which the visiting child must face in a strange country and a strange home. From the league, 130 East 22 Street, New York.

In Print— "Directory of State, County, and Municipal Training Schools Caring for Delinquent Children in the United States," publication No. 264 of the U. S. Children's Bureau, lists all training schools under public auspices in the forty-eight states, District of Columbia, Hawaii, and Puerto Rico. Annotations include the superintendent's name, the area served, the school's capacity, its population as of June 30, 1939, the age for admission, data concerning race and sex of population. . . . A history and analysis of the ADC program in the state of Washington is available in "Aid to Dependent Children in their Own Homes," a bulletin recently published by the State Department of Social Security. Says the bulletin concerning the program's failure to provide for others than the children in a family: "Until there is a general recognition that the needs of the entire family affect the welfare of the children in that family, the continuing value of the program cannot be assured." From the department, Olympia, Wash.

Alien Registration

WITH the preliminary count completed, the Department of Justice announces that 4,741,971 aliens registered in continental United States, under the requirements of the Alien Registration Act of 1940. With the addition of the registrations coming in from our consular offices in other countries, of alien seamen who must renew their registration annually before they are permitted ashore, and of registrations from Alaska, Hawaii, Puerto Rico, and the Virgin Islands, the "grand total" is 4,912,817.

Where They Live — Breakdown by states of the preliminary total figures of alien registration in continental United States shows that fourteen of the forty-eight states contain 87.68 percent of the total count of 4,741,971, or 4,157,973 alien residents. These fourteen states are: New York, California, Pennsyl-

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vania, Massachusetts, Illinois, Michigan, New Jersey, Texas, Ohio, Connecticut, Washington, Wisconsin, Minnesota, Rhode Island. New York leads all the rest with 1,212,622 registrants; California, with 526,937, is the only other state with more than half a million. Pennsylvania, Massachusetts, and Illinois have more than 300,000 each; Michigan, New Jersey, Texas, over 200,000; Ohio, Connecticut, over 150,000; the remaining four, under 100,000. Of the rest of the thirty-four states, each contains less than one percent of the total registration.

Alien Children—The Department of Justice has issued a statement warning the 30,000 alien and refugee children under fourteen years of age now in this country that they must register in person and be fingerprinted within thirty days after reaching their fourteenth birthday. Under the law, failure of the children to comply with this provision may make them subject to the same penalties of fine, or imprisonment, or both, provided for adult aliens who failed to register during the four-month registration period which ended on December 26. Social workers, leaders in immigrant aid organizations, and others have urged that provisions of the Alien Registration Act be changed by Congress, as a matter of public policy, raising the age for the child's personal registration and fingerprinting, and making the penalty fall on parents or guardians, rather than on the child himself.

Registration Receipts—Registration receipts have been sent out to more than 2,000,000 registrants, and are being mailed from Washington at the rate of about 75,000 each day. The receipt proves that the recipient has complied with the law, but registrants are not required to carry the cards, and "shall suffer no penalty or disadvantage for failing to do so."

Further Registration—Earl G. Harrison has pointed out that registration does not complete the responsibility of adult aliens under the act. Aliens permanently in this country must keep the Department of Justice informed of any change in their permanent resident address. Aliens here on temporary permits must notify the department of their whereabouts every three months, regardless of whether or not they have changed addresses during that period. Free printed forms for reporting changes in addresses are available at postoffices.

Excess Over Estimates—The preliminary totals are 1,141,971 in excess of the original estimates that 3,600,000 alien residents would be registered. This discrepancy is due to several factors, according to Earl G. Harrison, director of alien registration. The estimates had to be based on 1930 census figures, as the 1940 figures were not available in August, when the four-month registration period began. Second, there was no means of knowing how many aliens were in this country illegally. Finally, "this tabulation of non-citizens developed the fact that thousands of persons who have long regarded themselves as citizens discovered upon careful investigation that they or their parents had taken too much for granted, and that the necessary formalities had never been completed which would admit them to citizenship. Then there were many other thousands whose status was doubtful and, acting on our advice, they registered so that if at some future time that doubt should be resolved against them, they would have complied with the law." [See *Survey Graphic,* February 1941, page 58.] Officials emphasize the fact that present totals must be viewed as "preliminary." Exact figures will not be available until a machine count is completed, some time this spring.

Relief and WPA

COTTON stamps will soon be used to compensate farmers for reduction of cotton acreage, according to announcement from the Surplus Marketing Administration. Through the program, which will be supplementary to the basic conservation and parity programs already in effect under the AAA, the government hopes to reduce the further accumulation of government stock not only by cutting down on cotton production but by increasing the consumption of cotton goods. Sharecroppers, tenants, and owner-operators who plant less than their 1941 AAA allotments or their 1940 measured acreage, whichever is lower, will be given stamps to the value of 10 cents a pound times the normal yield of the underplanted acreage, up to $25 per family. Owners of more than one farm or of a farm operated by more than one tenant may qualify for stamps to the value of $50. The stamps, good for the purchases of cotton goods, will be identical with those now in use under the SMA's Cotton Stamp Plan. [See *Survey Midmonthly,* March 1940, page 111 and August 1940, page 236.] The new program, which is entirely voluntary, will be accompanied by an intensive campaign to encourage more extensive production of food and feed for home consumption among cotton farmers.

An analysis of the use of blue stamps under the food stamp plan, issued recently by the SMA, reveals the tremendous expansion in the food stamp program from its beginning in May 1939 [see *Survey Midmonthly,* May 1939, page 144] to September 1940 when over 60,000,000 pounds of butter, eggs, cereals, vegetables, and pork products valued at approximately $45,000,000 were bought with the blue stamps. The study makes a breakdown and comparison of the various proportions of these foods bought in the five regions into which the country is divided for administrative purposes; arrives at no conclusions because "the selection of surplus commodities to be purchased with the blue stamps depends primarily on the number and nature of products on the list, as well as dietary habits of the needy families and the areas in which the program has been operating." In September 1940 the program was in operation in 137 localities throughout the country, and had been announced for eighty-one others.

Going Down—Despite two additional items provided for in the current six months' budget for home relief in New York City's Department of Welfare, the total figure represents a drop of $1,362,666 from the appropriation for the last six months of 1940. The decrease is due to an expected decline of more than 10,000 families from the rolls because of improved employment conditions and increased requisitions from WPA. The new items are $626,000 to provide free milk for all children under sixteen [see *Survey Midmonthly,* December 1940, page 364] and $300,000 to cover an increase of from 20 cents to 50 cents per person in allowances for personal and household incidentals.

Defense Workers—More than 400,000 of all WPA workers are now employed on defense projects, 370,400 of them on some type of construction, including building work on airports and army and navy reservations as well as road work along routes designated by the War Department as strategically important. More than 28,000 WPA workers are enrolled in occupational training projects preparing for employment in defense industries. . . . Last month a picked group of WPA employes began work at Ellis Island on verification of the registration statements of the 1,500,000 aliens who entered this country through the port of New York. The project is sponsored by the Immigration and Naturalization Service of the U. S. Department of Justice.

In Texas—"Need," the Texas Social Welfare Association's report on its study of the state's "basic social needs," is a devastating indictment of "local responsibility" for relief. The figures show that under the state's present policy of renouncing all responsibility for aid to its unemployed, relief standards in Texas are lower than in any other state of comparable population and wealth. There,

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nearly 70,000 families subsist solely on surplus commodities valued at less than one cent a person per meal. Only 4 percent of the state's 280,000 destitute families are receiving direct aid from the counties. This "privileged" group, composed entirely of "unemployables," lives on an average of $7.79 a month for a family of four. If, says the report, the entire amount could be allocated for food, 2 1/3 cents per meal would be spent on each person. The report points out that the only needy persons adequately cared for in Texas are those fortunate enough to be on WPA. To alleviate these conditions, the Texas Social Welfare Association proposes two state constitutional amendments: one to enable the state to make general relief grants to destitute families; the other to enable the state to provide for the maximum number of children for whom federal funds are available under the ADC program by removing a fourteen-year age limit on eligibility requirements and lifting present state fund limitations on the program. Price 15 cents from the association, P.O. box 1184, Austin.

For Unemployables—After completing a survey of all the unemployable cases on its rolls, the Department of Public Welfare of Newark, N. J. recently set up a plan under which relief for unemployables is supervised from one district office with visitors whose entire case loads are composed solely of unemployable families. The families are classified into the permanently and the temporarily unemployable. Among the latter are those in which the unemployability is caused by a physical or mental condition amenable to correction as well as those families with children who can be considered as potential breadwinners, for, said the survey report, rehabilitation "can only be accomplished by guidance, counsel, and direction, not only to the heads of such families, but to the minor children who have not as yet arrived at the age of employability." The department has prepared a list of over 1,600 resources —among them health, welfare, educational, religious, recreational, protective, corrective, and industrial agencies—which might be of use in rehabilitative efforts. The survey of unemployables revealed that over 11 percent of the department's total relief case load might be classified as permanently unemployable, over 18 percent as temporarily unemployable.

In Print—"Relief, Your Business," an illustrated explanation of Illinois' relief expenditures, was issued last month by the Illinois Emergency Relief Commission "to present a simple, comprehensive picture of where this vast sum of money came from and to whom it went." A profusion of pictorial statistics facilitates digestion of the various statistical breakdowns of the $650,000,000 spent in the past nine years for general relief in the state. From the IERC, 222 West North Bank Drive, Chicago. . . . "Beyond the Borderline," a study of unemployable families receiving relief in Kansas City, sponsored by the Kansas City chapter of the AASW, is a complete report of a study formerly summarized in "Stones for Bread," a description of relief needs in Missouri prepared by the Missouri Association for Social Welfare. [See *Survey Midmonthly*, December 1940, page 363.] Several case stories included among revealing statistical material indicate something of what inadequate relief standards mean "in terms of human beings." From the AASW chapter, 1000 Admiral Boulevard, Kansas City, Mo.

Youth

WHAT the American Civil Liberties Union considers "a workable solution" of the controversy between the sect of Jehovah's Witnesses and local school authorities over the flag salute, has been devised by Probate Judge Arthur E. Moore of Rochester, Mich. In this community, nineteen young people were excluded from the public schools for refusal on religious grounds to salute the flag. They were reinstated last month when school officials and their church accepted the suggestion of Judge Moore, who held it "unfortunate and unnecessary that any American child be torn between love of his God and allegiance to his country." The court instructed the children to omit from the pledge all reference to the flag, saying: "I pledge allegiance to the . . . United States of America . . . one nation indivisible, with liberty and justice for all." The young Jehovah's Witnesses repeat the pledge daily, after their classmates have saluted the flag.

Youth Groups—Four youth conferences were held during the Christmas holidays, bringing together college students to discuss the issues of the day in relation to their own problems. The left-wing American Student Union met in New York City, because its membership is concentrated there, and because it is unwelcome on most campuses. Its 350 delegates passed a resolution urging the "tory" government of this country to form an alliance with the "democracies" of Soviet Russia and China. Its discussions showed faithful adherence to the Communist party line. The Youth Committee Against War, meeting at Madison, Wis., pledged itself "at the earliest propitious moment" to a "vigorous and concerted drive for the complete repeal of the Conscription Act." The International Student Service, recently reorganized, met at the New Jersey College for Women for the second of its series of conferences on "How Students Can Serve Democracy." In the last two years, this organization has assisted several hundred refugee students. Under the leadership of Joseph Lash, former secretary of the American Student Union who broke with that group on the communist issue, the I.S.S. has taken over the program of "Work Camps in America," and also plans to publish a new liberal magazine. The Young Communist League has made bitter personal attacks on the active leaders of the I.S.S. and on its program of "Hitler-like forced labor camps." (The plans are for six voluntary camps, along the lines of the Quaker experiments, offering school and college students summer experience in community service.) The National Student Federation, also meeting on the New Jersey College campus, voted to withdraw from the American Youth Congress, but defeated by a narrow majority the proposal to affiliate with the I.S.S. It is expected, however, that the two groups will collaborate in many ways. The American Youth Congress will hold its annual meeting in Washington this month.

Conscientious Objectors—So far, no figures are available as to the number of conscientious objectors registered under the 1940 Selective Service Act. According to the estimates of draft and army officials, the proportion will not run above one percent of the registrants, about half of them willing to take noncombatant service in the army. For the rest, plans for a program of "work of national importance under civilian direction" are being formulated cooperatively by representatives of the Departments of Agriculture and the Interior, the Social Security Agency, the Selective Service System, and the National Council for Conscientious Objectors. Under these plans, the War Department will loan or furnish cots, bedding, and other items of camp equipment. The Departments of Agriculture and the Interior will provide technical supervision for soil conservation and other similar projects, as well as tools and other equipment. The Federal Security Agency will make available some of the abandoned CCC camp sites, and certain tools and equipment. Selective Service will furnish general administrative and policy supervision and inspection, and pay the men's transportation costs to the camps. The National Council for Conscientious Objectors, representing church groups whose members are opposed on grounds of conscience to bearing arms, has agreed for the present to undertake the task of financing and furnishing all other necessary parts of the program, including actual day-to-day supervision and control. C. A. Dykstra, director of the Selective Service System, emphasizes the

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fact that the program is experimental, and that it probably will be modified by experience. Thomas E. Jones, president of Fiske University, has been granted a year's leave of absence to head the camps operated by the American Friends Service Committee. Henry A. Fast of Newton, Kan., will direct the Mennonite camps; and M. R. Zigler of Elgin, Ill., the Brethren camps. First units will be established by the Friends in the Patapsco state forest near Baltimore, Md., and by the Brethren Service Committee in the Maniskee state forest in northern Michigan. The Mennonite Central Peace Committee will establish a soil conservation unit in Rockingham County, Va. Admittance to the camps will not be dependent on membership in the particular church groups undertaking this work.

The Public's Health

HOPES that the influenza epidemic which flared up on the West Coast last December would somehow burn itself out on the trek east [see *Survey Midmonthly*, January 1941, page 23] waned last month as the disease crept across the country with no signs of diminishing intensity. By the middle of the month when incidence was declining in the West and in Louisiana, where there had been 40,000 reported cases in two weeks, the disease was running wild in Texas where 32,000 cases were reported in a week. The same germ seemed to have received a free ride to the Atlantic Coast by way of college students who attended New Year's Day football games, for college infirmaries in Maine, Massachusetts, and Connecticut were crowded with "flu" cases. However, eastern city, county, and state health departments remained calm, said that the disease had not reached epidemic proportions. Though in New York City reported cases doubled within a week, the incidence was still considered under par for the season. The 77,000 cases reported for the country as a whole as of January 11 probably represented only a fraction of the number of persons "down with the flu" on that date. Because the epidemic appeared in a light form there were undoubtedly many stricken persons who failed to call for medical attention, many doctors who failed to report cases to health officials.

Competition—Syphilis, which has stolen the limelight in the current nationwide campaign against venereal disease, has left the far more prevalent gonorrhea among the shadows of neglect and public ignorance. Decrying this fact in a recent issue of *Venereal Disease Information*, bulletin of the U. S. Public Health Service, Dr. N. A. Nelson points out that of thirty-three state health departments from which he was able to obtain information, sixteen have no programs for gonorrhea control; seven "admit its existence" but place emphasis on syphilis; only ten have venereal disease control programs concerned equally with both diseases. A large percentage of venereal disease clinics throughout the country treat only syphilis. For the benefit of "defeatist" health officers who do nothing because gonorrhea "does not respond," Dr. Nelson describes the success of the control program in Copenhagen where gonorrhea incidence has been halved in the past twenty years.

Blood Tests—Premarital blood test laws were passed in three states during 1940—Indiana, Pennsylvania, Virginia—bringing to eighteen the number of states with such requirements. . . . Though New York State has a law requiring all expectant mothers to have a blood test during pregnancy, an analysis by the State Department of Health of over 84,000 birth certificates revealed 2,500 cases where tests had not been made. Twenty percent of the mothers who submitted to tests did not have them until time of delivery. . . . Nearly 4,500 of the 5,666 boys in Illinois junior CCC camps took advantage of the offer of free blood tests last year. Evidence of syphilis was found in less than 1 percent of the white boys; in nearly 3 percent of the Negro boys.

Nutrition—In the present concern over the health of the nation generated by reports on the physical condition of young men of draft age, attention recently has become directed to the importance of nutrition. Magazines, newspapers, even the Gallup poll gradually have waxed nutrition-conscious, while a large industrial establishment in Minnesota has begun distributing vitamin pills to its employes. When Dr. Gallup's henchmen put the following question to a sample of the American public: "Would the health of your family be better if you had more money to spend on food?" 40 percent of the replies were in the affirmative. Questioned as to what foods they would add to their diets were more money available, the group put meat first, vegetables next, then fruit and dairy products.

Recent studies have led nutritionists to believe that the average American diet is dangerously lacking in vitamin B and that sub-clinical vitamin B deficiency is widespread in all economic classes. After a study of the subject, a group of experts at the California Institute of Technology has come to the conclusion that the best means of improving the nutrition of the nation is by adding vitamins and minerals to certain staple foods and some canned and bottled goods. Through their spokesman, Dr. H. Borsook, the group has recommended that a government commission be established to set standards and to determine to what extent the policy should be carried out.

In last month's issue of *Journal of Living* Dr. Kingsley Roberts, medical director of the Bureau of Cooperative Medicine, points out that if the medical profession is to help bridge the present gap between nutritional knowledge and its application doctors must see their patients "before they are sick" for "nutritional science is primarly for well people to keep them well." Elaborating, Dr. Roberts becomes more specific: "If there were sensible and economical organizations of physicians into groups, each with its own quota of nutritionists, dietitians, and public health nurses, as well as pathologists, biochemists, and non-medical specialists we could begin to practice preventive medicine, in which nutrition plays so important a part."

In Print—Nearly four years ago in Chicago, representatives of federal, state, and local health agencies worked out the most comprehensive syphilis control program ever inaugurated in an urban community. The annual report of the third year of that program has been issued recently by the U. S. Public Health Service. Though far from the goal of uncovering all possible cases of syphilis, bringing each case under competent medical care and keeping it there until no longer infectious, preventing new infections by medical, educational and legal measures, the findings show a definite reduction from the year before in the rate of positive reactions to blood tests among both the Negro and white population of the city. During the year, 10 percent of the city's population submitted to serological examinations. From the U. S. Public Health Service, 853 U. S. Court House, Chicago. . . . Two publications have been issued recently by the National Foundation for Infantile Paralysis, 120 Broadway, New York: "The Conquest of Infantile Paralysis, an address delivered by Basil O'Connor, president, at the foundation's first annual medical meeting last fall, a brief description of the foundation's work; the 1940 Annual Report giving details of the year's activities. . . . An increased efficacy in tuberculosis and syphilis case finding and marked improvement in the incidence of communicable diseases are some of the high points noted in the recently issued 1939-40 report of the Los Angeles County Health Department. The report also points out steps by which further improvements might be made: higher salaries to attract better qualified personnel; an increase in the number of public health nurses; more facilities for tuberculosis care. From the department, Los Angeles, Calif. . . . "Thirty-five Years in Review," recently published by the Milbank Memorial

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Fund, takes stock of developments in the field of public health during the past thirty-five years, sees the fund's work as having fallen into three periods: the first, a period of exploration; the second, of demonstration; and the third, in which the fund is still functioning, of measurement. The purposes of the latter are "to adapt health work more closely to actual conditions, to demonstrate the need for extending the health program to include the new problems which are arising, and to reveal the weakness of practices which have outlived their usefulness." From the fund, 40 Wall Street, New York.

About Alcohol

COLD, immutable statistics assembled from all the state mental hospitals in New York definitely show an inverse relationship between alcoholic mental disease and restrictive legislation. The figures have been gathered together and presented to the public in an article, "Thirty Years of Alcoholic Mental Disease in New York State," by Horatio M. Pollock, first printed in the *Psychiatric Quarterly* and now available as a reprint from the author, State Department of Mental Hygiene, Albany. In 1909, when the liquor traffic was free, the rate of admissions to state hospitals of persons suffering from alcoholic mental disease was over 6 per 100,000 of the general population. The rate remained about the same for the next two years, but with the spread of "dry" territory within the state from 1912 to 1915 it began to show a gradual but steady decline. In 1920, the year national prohibition went into effect, the rate took a decisive drop to just over 1 per 100,000. The gradual increase during the following five years, which ended in a leveling off in the years 1927-1933 at a rate somewhat exceeding 4 per 100,000, the author attributes to organized propaganda against prohibition resulting in the repeal of state enforcement laws.

With federal repeal in 1933 the rate rose sharply, and in 1934 it topped the 1909 figure. In the succeeding years it has fluctuated between 5½ and 6 per 100,000. In other words, as far as alcoholic mental disease is concerned, New York State is back where it was thirty years ago. Says Dr. Pollock speaking of the State Alcoholic Beverage Control Law: "Under this law the liquor traffic probably has more liberty than at any time subsequent to 1896."

Appeasement— Realization of a rising tide of "dry" sentiment throughout the country has prompted many "wets" to an interest in liquor control. In Michigan last year, persons eager to avoid a return to prohibition formed a citizen's committee to survey the liquor situation in the state. After a year of study, they formulated eight recommendations to improve conditions in a state where since 1936 "hard liquor consumption has increased 52 percent while nationally it was increasing 26 percent." The recommendations are: that the state live up to the intent of the 1933 liquor act that it control the liquor business; that hard liquor be made less available and the drinking of light liquors encouraged; that the present "politically influenced" Liquor Control Commission be replaced by a non-partisan, non-salaried commission formulating policies for a department functioning through civil service personnel; that a strong civil service amendment be adopted in the state; that the number of liquor outlets be reduced on the basis of each community's past drinking record, rather than on the basis of its population; that a system of records and statistics be instituted to make possible analysis of the liquor situation; that a state-sponsored program of temperance education be inaugurated.

Seeing Is Believing—Out of every $12 spent in the United States $1 goes for liquor, according to "The Alcohol Problem Visualized," a recent publication of the National Forum, 417 South Dearborn Street, Chicago, price 75 cents. Pictures, charts, pictorial statistics dress up the facts concerning the effects of alcohol on the individual and on society so that it is impossible to ignore them. Most striking are the results of scientific tests to determine the effects of small quantities of alcohol on muscular and mental reactions.

Scientific Approach— Three groups of recommendations grew out of last fall's meeting of the Research Council on Problems of Alcohol, a branch of the American Association for the Advancement of Science, formed three years ago to put discussion of the problems of alcoholism on a scientific basis. [See *Survey Midmonthly*, November 1938, page 350.] The proposals included suggestions for specific studies, suggestions regarding facilities for treatment, general recommendations. Among the specific studies proposed were: a survey on the incidence of alcoholism; a study to determine the basis of a craving for alcohol; a study of discharged patients to determine what treatments apparently are successful. Suggestions for new types of facilities included: establishment of institutions for alcoholics, particularly for those of low income and for indigents; establishment of clinics for non-institutionalized alcoholics; the creation of organizations to coordinate the work of all agencies dealing with alcoholics. Among the general recommendations: emphasis in medical and health practice on the discovery and treatment of early incipient cases of alcoholism; the allocation for research of a portion of state revenues derived from the sale of alcoholic beverages; the use of the type of methods employed in anti-tuberculosis and anti-syphilis campaigns for the education of the public regarding the seriousness of alcoholism.

Against Crime

CONVICTED criminals are not to be accepted in the United States Army either as draftees or through enlistments, according to recent announcements. Ever since the passage of the Selective Service Act last fall persons interested in criminal reform have been urging that the army's discrimination against past convicts, probationers, and parolees be eased. [See *Survey Midmonthly*, November 1940, page 332.] Their hopes rose when the legal division of the Selective Service System interpreted the regulations as giving local registration boards authority to determine whether a past felony was of such a nature as to render a person ineligible for service. However, the army evidently reserved the right to refuse, thus prompting national headquarters of the Selective Service System to issue orders to local draft boards to place all registrants convicted of felony in class IV-F to "avoid embarrassment." Similar instructions have also been issued by the War Department to corps area commanders with the explanation: "The Department feels that its duty to the greater number requires that it insure as far as possible that men inducted into service should not be forced in the close intimacy of barracks life to associate with a man who has been convicted."

Prison-Made Goods—A recent study of legislation relating to prison industries shows that thirty-eight states now regulate the sale of prison-made goods, while eleven entirely prohibit their distribution on the open market. In three states where legislation has not set up such a restriction, prison policies themselves provide for a closed market. Twenty of the regulating states provide for certain exceptions to general prohibitions on the open market sale of convict made products. The majority of states use prison products in state departments and agencies. Most of them also permit the use of convict labor on roads and in the construction and maintenance of public works.

Sex Criminals—"Before any plans are formulated for custodial care for sex criminals," says Frederick A. Moran, member of the New York State Board of Parole, "the types of individuals who should be confined in these institutions should be carefully studied and standards

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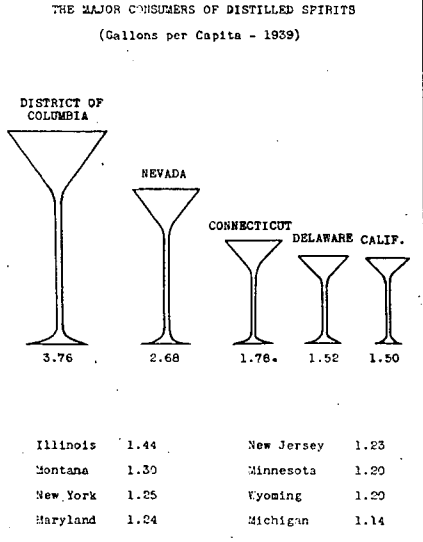
of selection formulated." In "The Sex Criminal on Parole," a pamphlet published by the New York State Division of Parole, Mr. Moran points out that there are eleven different types of sex crimes of varying degrees for which a person may be committed to prison in the state and makes a plea for the development of more accurate statistics in this field, for more adequate psychiatric services in the courts and prisons, for a careful evaluation of the results of the "so-called modern viewpoint regarding sex," for more intensive research in treatment processes for the sex offender.

As a beginning toward the accumulation of knowledge regarding the sex criminal the pamphlet presents a study of 925 sex offenders released on parole from state prisons and reformatories —evidence of the unfairness of the point of view that all sex offenders should be locked up for life as menaces to society. Though in two thirds of these cases conviction had been for rape, in 64 percent of the rape cases there were no indications of the use of force. In fact, a review of many of the cases indicated that the victim of the convicted "sex offender" was in many cases actually the aggressor or at least a willing participant. Records show that less than 3 percent of the released sex criminals were again arrested for sex felonies while on parole.



This eloquent comparison of the alcoholic flow in various parts of the country is part of "Liquor Control—or Chaos," a graphically illustrated report compiled by the Michigan Liquor Study Committee, a group of Detroit persons interested in seeing that repeal is successful. (See page 66.) In the introduction to the report, which reveals the near chaotic conditions in Michigan's liquor control program, the committee throws out the question: "National defense preparations . . . will test state and municipal control systems beyond any point since repeal of prohibition. Is our state prepared to handle defense program 'boom times' as they relate to the liquor situation?" Price $2, from the committee, 6432 Cass Avenue, Detroit.

Re Parole—Recent reports to the U. S. Bureau of the Census from state and federal prisons and reformatories indicate a slight but continuous decrease in the proportion of prisoners conditionally released during the past few years. In 1939 there were 149 conditional releases to every 100 unconditional ones, as compared to 152 in 1938 and 153 in 1937. The same reports show a considerable rise in pardons and commutations. Nevertheless, executive clemency still plays a minor part in releasing persons from prison. In a total of 86,821 releases during 1939 there were only 170 pardons and 329 commutations. Figures from state institutions of Alabama and Georgia, which do not report to the census bureau, are not included. . . . In New York State, felony convictions among prison parolees have declined steadily in the past five years. A recent report of the State Division of Parole shows that only 1.5 percent of the 10,484 persons under the supervision of the division were convicted of new felonies while on parole. More than 1,600 state prisoners were released on parole during the year. Parole was withheld from 2,628 others legally eligible for selection, the reason in 28 percent of the cases being unsatisfactory employment plans.

Jail Inmates—About 60 percent of the jail commitments in Baltimore, Md. and the District of Columbia are for failure to pay fines, according to statistics of the U. S. Bureau of the Census. This, says the bureau statistician, "suggests that the jails in these two areas are the harbor of the poverty-stricken misdemeanant." The median fine imposed in Baltimore is $10; in Washington, $15. Since 1933 the total number of persons jailed per month in the nation's capital has increased 94 percent, while the percentage jailed for non-payment of fines has risen from 6 to 65 percent of the total. In Baltimore failure to pay a fine accounts for 59 percent of all jail admissions. In both areas the great majority of commitments under fine are for intoxication and disorderly conduct.

Youth and Crime—Though the participation of youth in all types of crimes dealt with by police and judicial agents is small in relation to their proportion in the general population, in crimes against property their rates of offense are abnormally high. This fact has been revealed by statistics brought together by Thorsten Sellin, noted criminologist, during his two-year investigation of youth and crime for the American Law Institute [see *Survey Midmonthly*, March 1940] and recently published in "The Criminality of Youth," price $1.50 from the institute, 3400 Chestnut Street, Philadelphia. Data on the incidence of crime and on recidivism lead to the conclusions that the type of crime in which youth indulges involves "those very offenses most conducive to the development of a habit of law breaking and professional forms of criminality," and that "a person who begins his delinquency in youth . . . is much more exposed to the hazard of recidivism than are those who begin their criminal careers late in life."

Professional

DEFICIENCIES in undergraduate preparation for social work study are being hunted out in a survey recently launched by the Simmons College School of Social Work. Stimulus of the survey was the realization on the part of school authorities that students of social work are sadly lacking in a basic knowledge of government. Through it they hope to convince colleges throughout the country of the need for providing government courses as a foundation for graduate social work study. Says Katherine Hardwick, director of the Simmons School: "I am interested not so much in having students take courses in government as in having them acquire a knowledge of government as the frame within which we live. . . . One fallacy that has caused a lot of grief is the idea that one should get as much as possible out of the government and give as little as possible."

Medical Social Work — The part played by medical social workers in the operation of public agencies is described in a booklet recently published by the American Public Welfare Association, "Medical Social Work in Tax-Supported Health and Welfare Services," by Margaret Lovell Plumley, price $1 from the APWA, 1313 East 60 Street, Chicago. Based on a study by a joint committee of the APWA and the American Association of Medical Social Workers, the report presents an analysis of data gathered from twenty-one divisions of fourteen agencies—including health departments, public welfare departments, crippled children's services, a cancer commission. The findings indicate that medical social work is recognized as an important service in the agencies studied; that the activities of medical social workers include administration and supervision, consultation and guidance, case work, education, community relationships, program development, research. In her analysis, the author finds that the main difference between medical social

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work in hospitals and in other public agencies is that in the latter it involves less case work and more supervisory and administrative functions. She suggests that the schools make note of this "in order to help medical social workers prepare themselves adequately for this broader and rapidly developing field." She also points to the need for wider medical social research involving community studies and studies of agency methods.

New—An opportunity for community councils to pool ideas and exchange experiences appeared recently with the first issue of *Community Councils in Action,* successor of the defunct *Inter-Council News Letter.* The new journal, to be published "at intervals" by the American Association for Adult Education, is "designed to serve all inter-agency organizations primarily concerned with the education of adults." Free to officers of adult education councils; price to others, 50 cents (less in quantity) for at least four issues; from the association, 60 East 42 Street, New York.

Meetings—The seventy-first annual congress of the American Prison Association will be held August 18-22 in San Francisco. . . . October 14-17 are the dates for the seventieth annual meeting of the American Public Health Association to be held in Atlantic City. . . . The next annual meeting of the National Conference of Catholic Charities and the Society of St. Vincent de Paul will take place in Kansas City, Mo.

Students—In a recent poll taken by *Trend,* student publication of the New York School of Social Work, among 106 of the school's 271 full time students 83 said that they favored labor unions for social workers, though only 70 planned to join unions on becoming employed. Only 54 of the students favored peacetime conscription, but 66 favored aid to Great Britain. Thirteen students said they had voted for Browder in the last election.

NCSW Plans

A FAIRLY distinct picture of what is in store for delegates to the National Conference of Social Work in Atlantic City, June 1-7, took shape at the meeting of the program committee in New York last month. There, fifty-six out of seventy-one chairmen of sections, special committees, associate and special groups, reported on their plans for the hundreds of meetings which will make up the conference program. This was perhaps the most complete preliminary report ever given at so early a date. If it brought groans from some prospective delegates with tender feet, they were comforted by the assurance that all the meetings will be held within the four walls of one building, the convention hall, and by the anticipation of a real "orgy" of mental stimulation.

Outstanding at this preview was the evidence of social work's alertness to the challenge of world and national events. All through the planned programs, from general sessions to small group meetings, runs a primary concern for the maintenance of the security and dignity of the individual within the national defense picture. Though program speakers usually were announced as "tentative" the topics were in most instances definitely settled, subject to change only with changing circumstances.

The conference will open Sunday night, June 1, with Jane M. Hoey's presidential address on "The Contribution of Social Work to Government." Other general sessions will have as their topics: "Civil Rights and Liberties"; "Social Service Safeguards in War"; "National Defense and Health and Welfare"; "North and South America." Thursday evening will, as usual, be given over to the Conference Follies produced under the auspices of the Social Work Publicity Council. So popular have the Follies been in the past that this year two performances are planned, one early and one late in the evening.

The conference sections will cover the same five fields as in the last seven years: social case work, social group work, community organization, social action, public welfare administration. Heavy attendance at the case work meetings in previous years has prompted that section to break up into two divisions, each with several subdivisions so that the section will be holding many, what it hopes will be, small meetings at the same time. A change in the group work section this year will be in its emphasis on group action rather than on group work techniques, a subject left to the group worker's professional organization, the American Association for the Study of Group Work, an associate group.

Among the special conference committees, two are new this year: the one on the social treatment of the physically handicapped, chairman, Frank J. Bruno of St. Louis; and the one on law and social work, chairman, Emory Brownell of the Rochester Legal Aid Society. Other committees are on older children, chairman, Dr. James S. Plant of the Essex County Juvenile Clinic, Newark, N. J.; on delinquency, chairman, Austin H. MacCormick of the Osborne Association; on the social aspects of housing, chairman, Sidney Maslen of the Community Service Society, New York; on refugees, chairman, Eric H. Biddle of the United States Committee for the Care of European Children; on interstate migration, chairman, Philip E. Ryan of the American Red Cross.

EUGENE E. BARNETT

After twenty-six years of service with the Young Men's Christian Association in China, followed by three years as director of the world service program of the North American YMCA's, Eugene E. Barnett last month took up duties as general secretary of the national council of the YMCA's of the United States. During his service in China Mr. Barnett, who began his "Y" work as a student secretary at the University of North Carolina, founded the now famous Hangchow association and later served on the Chinese YMCA's national committee. In his present position, he succeeds John E. Manley.

An innovation at the 1941 conference will be a requirement of "admit cards" at all meetings, afternoon as well as morning—a regulation which it is hoped will bring about a registration more truly indicative of conference attendance than that of previous years. It means that registration cards must be shown at all meetings of associate and special groups, with the exception of luncheons and dinners. Fifty-eight associate and special groups are affiliated with the conference this year. One planning an expanded program is the Association of State Conference Secretaries which has three meetings scheduled.

As is the custom, several associate groups will hold their own annual meetings just prior to the National Conference. This year they include the National Conference of Jewish Social Welfare; the Community Chests and Councils, Inc.; the National Federation of Settlements; the local councils and leagues for the foreign born of the National Institute Conference of International Institutes. For the first time in twenty years, the National Probation Association will not hold its annual session in conjunction with the conference but will meet in Boston a week ahead, adjourning in time for everyone to get

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to Atlantic City. Sentimental reasons are behind this break with tradition as 1941 is the hundredth year since John Augustus, Boston shoemaker, took this country's—and possibly the world's—first probation case from a Boston police court.

People and Things

CONSTANT vigilance has been the policy of New York City's Department of Welfare since its run-in with several spurious "charity" organizations a few years ago. [See "Charity Racketeering," by Kathryn Close, *Survey Midmonthly*, September 1937.] That this caution is not undue is indicated by the forced dissolution of three "relief" organizations within the past few months. Most recent to come under the department's disapproving eye was the Volunteer Rescue Army, Inc., many of whose solicitors were the same persons who once collected funds for the forcibly dissolved Charity House Mission and the Beacon Relief Mission. Besides tin-can solicitation on crowded city streets the Volunteer Rescue Army used telephones and begging letters in its efforts to plunder the public, but spent less than $15 a week on aid to the needy. The organization also has operated in Detroit and Milwaukee.

Honored—Because of his thirty years of service to the Boy Scouts of America, James E. West last month was guest of honor at the "celebrity forum luncheon" of the Advertising Club of New York. . . . The 1940 Gimbel Award recently was presented to Dr. Catharine Macfarlane of the Women's Medical College of Pennsylvania in recognition of her clinical research work on the control of cancer.

Silver Jubilee—Karamu House, Cleveland, recently celebrated its twenty-fifth anniversary at a luncheon attended by more than 800 friends of the settlement. Featured speakers were Paul Green of the University of North Carolina, and Dorothy Maynor, distinguished singer, whose tributes to the settlement's work in race relations were broadcast over the Mutual Network.

So It Seems—"I seem to have married a judge," says Lucy Lay Zuber from Columbus whence she occasionally sallies forth as a *Survey* field representative. So she has, though she didn't suspect it when, several years ago, she married Lytle G. Zuber, Columbus attorney. Mr. Zuber, identified with a host of professional, civic, and welfare organizations, recently was appointed by Governor Bricker as judge of the Columbus Municipal Court to fill a vacancy expiring next November when, it is expected, he will be a candidate for election to the post.

Incorporated — A new foundation, the Rockefeller Brothers Fund, was incorporated last month under the laws of New York, by the five sons of John D. Rockefeller, Jr. The brothers took the action in order "to consolidate, and thus more efficiently administer, some of the gifts which they would otherwise make individually." Announcement has been made that the fund will not be ready to receive applications for contributions "for some time to come."

Changes—Internal reorganization currently underway at the Welfare Council of New York City involves a plan for two assistant executive directors, one of whom is to be Neva R. Deardorff, secretary of the committees which make recommendations as to the distribution of monies of the Greater New York Fund. Among her duties at present is the directorship of the council's research bureau in place of Helen R. Jeter, recently resigned. . . . The University of California's Institute of Child Welfare has a new research associate in Phyllis Bartelme, who was formerly with the Juvenile Court at Santa Barbara. . . . A newcomer to California is Nellie L. Woodward, executive secretary of the Family Service Agency of San Francisco, who succeeds Prudence Paine Kwiecien, now with the Community Service Society of New York. Miss Woodward went to California from Wilkes Barre, Pa., where she was director of social service at the Children's Service Center. . . . Mary C. Kayser, erstwhile supervisor of the home care division of the Catholic Guardian Society of New York, is now executive secretary of the Catholic Child Welfare of Omaha, Neb. . . . Georgia has a new director of public welfare in Mrs. Albert Hill, who succeeds Dr. Joseph M. Branch. . . . John P. Sanderson, for the past seventeen years general secretary of the Family Welfare Society in Rochester, N. Y., has joined the national staff of the American Red Cross as assistant director of military and naval welfare service. . . . The Manchester (N. H.) Boy's Club has lost its executive secretary, Henry K. Jewell, to the Canadian Army. . . . The new position of program director and assistant managing director of the Boy's Club of Toledo, Ohio, has been filled by Vincent Russell, formerly on the staff of the Worcester (Mass.) Boy's Club. . . . After eighteen years as secretary of the New York School of Social Work, Ethel Allison recently resigned.

After twenty-two years with the National Recreation Association, the last several as its representative in the southwestern states, Eugene T. Lies has made a shift. In December he became an advisor for the Federal Adult Forum Project under the auspices of the U. S. Office of Education. His office is in connection with the Extension Division of the University of South Carolina at Columbia, S. C. During his years with the National Recreation Association, Mr. Lies conducted many community leisure time surveys in all parts of the country. His study of the schools of America in relation to leisure time resulted in his widely known book, "The New Leisure Challenges the Schools."

Corrections—The Los Angeles Council of Social Agencies has called attention to an error in its report on the Community Welfare Federation's study of case loads. [See *Survey Midmonthly*, January 1941, page 25] Only 9 percent, rather than one half, of the cases read in the health field might have been eligible for public aid. . . . The *Survey Midmonthly* alone is responsible for its error last month in quoting the price of John Kenderdine's book, "Your Year in the Army" as $1.25 instead of $1, and herewith makes apology.

Deaths

ETHEL BUELL ALLEN in Tryon, N. C. Miss Allen, once editor of *The Recorder*, official organ of the National Association of Visiting Teachers, was for many years a visiting teacher on the staff of the Public Education Association of New York City.

LORD BADEN-POWELL, Chief Scout of the World, in Kenya Colony, Africa, at the age of eighty-three. In 1910 the then Lieut. Gen. Sir Robert Baden-Powell began the work which eventually spread all over the world as the Boy Scout movement. He was also instrumental in the formation of the Girl Guides, British model of the American Girl Scouts and Campfire Girls.

PAUL SOUTHWORTH BLISS, on New Year's day in Kansas City. Beside him when he was found was his army revolver from his World War service days and a note saying: "I greatly regret doing this, but my nerves have snapped and it is impossible for me to go on." His death and the circumstances of it are a tragic shock to a host of his friends everywhere. Mr. Bliss had been for three years regional information representative of the Social Security Board in Kansas City. His career in social work included community chest and emergency relief work in various places, notably North Dakota where he owned and operated a farm. His occasional little volumes of verse, the last one, "The Lord Made Kansas for Wheat," bore witness to his sensitivity to the forces of nature.

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Book Reviews

Cream of the Crop

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK: 1940. Columbia University Press. 736 pp. Price $3, postpaid by Survey Associates, Inc.

FIFTY-NINE papers, representing the cream of the wisdom which flowed at Grand Rapids last May, have been gathered together as the 1940 Proceedings of the National Conference of Social Work. Anyone who has been to a recent conference, where the number of papers presented runs well over 500, will realize that the title is somewhat of a misnomer. Nevertheless, the excellent discrimination employed in the choice of manuscripts by the conference editorial committee, Florence R. Day, chairman, has carried into the book much of the flavor of the Grand Rapids meeting: the concern over America's role in the world situation and over social work's role in the country's defense; the spotlighting of those areas of need in which social work is integrally related—problems of youth, migrants, refugees, health and medical care, and so on; the presentation of practical suggestions, based on tested experience and professional ideas, for improving the tools of the job. The result is a rich resource of considered thought on subjects which should be in the minds of every social worker today—a "must" for social workers of all lay and professional varieties, particularly for those planning to go to Atlantic City in June.

KATHRYN CLOSE

Out of the Laboratory

LEADERSHIP FOR RURAL LIFE, by Dwight Sanderson. Association Press. 127 pp. Price $1.25, postpaid by Survey Associates, Inc.

IN an exceptionally unique combination of descriptions of social processes and practical instructions and suggestions, Professor Sanderson has given us a book which can be used as a manual for training rural leaders while at the same time it makes a contribution to social theory. The laboratory out of which it is written is purely rural, and the leadership which it discusses is local.

The author defines leadership and describes the leader as a "group spokesman, harmonizer, planner, executive, and a symbol of group ideas." He is not in the least vague in his use of these terms or generalizations, for, as he says, "leadership is a relation, and it must always be specific; that is, one is always a leader for a particular group and for a particular situation."

Leadership in simple groups, Professor Sanderson points out, differs greatly from leadership in more complex and established groups. In the former, the leader gains status to a considerable extent by asserting himself; in the latter, he must be thrust up by the group itself. From descriptions and analyses of actual local situations, that is from laboratory observations, he discusses the now prevalent issue of the place of the professional leader in rural life. His observations are penetrating and practical when he says: "The function of the professional leader is to act as stimulator and educator of the group that employs him, but it is not his function to attempt to act as a group leader, and insofar as he does so, he prevents the best social organization of the group with which he is entrusted."

Professor Sanderson is not unmindful of the fact that people can be prepared for leadership as individuals, but he makes the sound sociological observation that it is the group and not the individual which justifies and proves leadership; that "people assume the responsibility of leadership because of some dynamic drive, some appeal to emotions, which incites them to champion a given cause or goal. The leader relationship compels him to devote himself to the common good and to be more keenly sensitive to human needs."

This document is so simple and forthright that it can be read by any intelligent person. It is such a definite contribution to sociology that it should be read by all sociologists. It is so practical that every professional leader in rural America should study it.

CARL C. TAYLOR
Division of Farm Population and Rural Welfare, U. S. Department of Agriculture

Farm Facts and Trends

GOVERNMENT AND AGRICULTURE, by Donald C. Blaisdell. Farrar & Rinehart. 218 pp. Price $1.50, postpaid by Survey Associates, Inc.

THIS is one of a series on "American Government in Action." It is a good job of study and writing: concise, candid, stimulating. Dr. Blaisdell was for four years assistant to M. L. Wilson when Wilson, now director of Agricultural Extension the country over, was Undersecretary of Agriculture. Like Mr. Wilson, Dr. Blaisdell is far less interested in the multitudinous categories of agricultural specialization than in trying to pull them together and make it all make sense.

After two brief chapters which show the Department of Agriculture as a seventy-year growth, slow growth, in response to simpler needs, the book takes up Agricultural Adjustment, Soil Conservation, Farm Security, and other expanding and whirling experiments in "economic democracy" set going since 1933. The author's approach is strikingly expressed in the last sentence of his two-page preface: "The growth of federal farm aid, the reasons underlying it, and the long steps which have been taken to harmonize technology with democratic institutions, hold lessons of value."

The presentation is swift, well-written, and packed with essential facts sensibly assembled. To compress here even a bit more: The Department of Agriculture, now nearing its eightieth year, started when farmers were getting one third of the national income, and when more than three quarters of them owned their land. Now farmers receive less than one tenth of the national income; fewer than half of them own the land they till; and this proportion of freehold is rapidly shrinking. New forces brought to bear since 1933 have somewhat halted, but have by no means stopped the forces of agricultural displacement. To reconcile technological and commercial advances with farming as a way of life and a bulwark of democratic institutions, is a leading preoccupation of land use planners in the field of agriculture today.

Washington, D. C. RUSSELL LORD

The Year Book

SOCIAL WORK YEAR BOOK, 1941, edited by Russell H. Kurtz. Russell Sage Foundation. 793 pp. Price $3.25, postpaid by Survey Associates, Inc.

IN his introduction to the 1941 Year Book, the editor looks back over the decade to 1930, when the first volume appeared, and the tremendous changes of these ten years in the field of social work. Ten years ago the depression, then in its first year, barely had touched accepted social work patterns. In most communities, voluntary agencies were expected to give such help as the "temporary emergency" required. "The prevailing philosophy was laissez faire; and the chief objective of most welfare service programs was palliative, rather than preventive in terms of economic reconstruction."

The Year Book itself emphasizes the developments since 1930. Today, the dominant agencies are governmental, rather than voluntary. The first 625 pages of the 1941 Year Book are taken up with 83 articles "descriptive of functions, organized activities, and programs," rather than of individual agencies. There is a minimum of theory and of historical background; the focus is on organization and practice.

Part II of the Year Book is a directory of 1,023 agencies, divided into four sections: National Agencies—Public; National Agencies—Private; State Agencies—Public; State Agencies—Private, with brief paragraphs on the purposes and activities, membership, and publications of each.

The Year Book brings to the desks of

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busy executives, of students and teachers in schools of social work, to board members and harassed journalists, an invaluable collection of clear, orderly, and concise information. But beyond this, it furnishes a mind-stretching survey of the vast area of social work, and of its lines of growth and change to meet the changing needs of this country today. That the process is continuing and accelerating is underscored by Mr. Kurtz, who concludes his editorial introduction with a look ahead to the 1943 Year Book:

"It is probable that before the next Social Work Year Book is issued, many of the social welfare programs of 1940 will have undergone substantial revision. . . . The record presented in this volume may then well come to be regarded as the picture of social work at an important crossroads in American life."

BEULAH AMIDON

Public Welfare Problems

THE PUBLIC WELFARE ADMINISTRATOR, by Elwood Street. McGraw-Hill. 422 pp. Price $4.

ADMINISTRATION OF PUBLIC WELFARE, by R. Clyde White. American Book Company. 527 pp. Price $3.25.

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IN 1938, Marietta Stevenson's book on public welfare administration was published. She approached the subject from the vantage point of a member of the staff of the American Public Welfare Association where she had watched the impact of the depression upon the country and the haphazard development of public welfare plans and organizations. Then, late in 1940, came these two books from Elwood Street and R. Clyde White. The former looks at the subject matter through five years of experience as director of public welfare for the District of Columbia, preceded by many years as an executive in private social work. The latter writes of the problem out of long study and observation as professor of social service administration at the University of Chicago.

Mr. Street undertakes a general survey of the elementary aspects of public welfare administration. His first chapter touches all too briefly on the growth and development of public agencies as a result of the depression and widespread unemployment, and the implications of that evolution. He emphasizes the importance of the local community—the city or county—as the natural unit of administration, with its interlocking relationships to state and federal governments through their supervisory powers. Then follow chapters dealing with the various legal and organizational limitations which restrict the authority and often the initiative of any governmental department head. The book stresses "participative management" in dealings with clients and with staff, urges the need for clear delegation of responsibility as essential to sound internal organization, points out that comprehensive manuals of operation are indispensable, and that written executive orders avoid misunderstanding. The author suggests various devices for securing staff coordination and for checking the quality and quantity of work performed by the staff.

Several chapters are devoted to the special problems arising out of the expenditure of public funds and to matters of purchasing and accounting. One of the longest chapters discusses records and statistics with interesting comments and observations of a practical nature. The balance of the book is taken up with interpretations to the public through newspapers and other forms of publicity, cooperation with other public and private agencies, and special administrative problems.

Mr. Street intended his book for use by class room students as well as by administrators and executives. This is a difficult thing to do because these two groups approach the welfare problem from different levels of understanding and experience. Naturally, they read the book with different purposes in mind. While student and administrator will both find much that is invaluable in it, the intensive treatment of the difficult and complicated problems of concern to the administrator is abbreviated by the necessity for giving the student an overall review of the elementary and historical facts, plus a sense of the total problem of public social service. This general view is in turn limited in quality of treatment because it is cut to the pattern of the double purpose.

MR. WHITE'S BOOK IS ADDRESSED PRIMARILY to the student, rather than the practitioner. He covers in large part the general subject matter dealt with by Mr. Street, but the emphasis is on such factors as the legal and historical growth of public welfare organizations at the federal, state, and local level. The problem of public welfare as a whole is dealt with extensively, rather than intensively, and with more of perspective than insight. The student and the administrator just entering the field will find this book helpful in providing background information and orientation.

Now that the general groundwork has been laid, one may hope that these authors, or others, will give us another book which analyzes such major trends in public welfare administration as the new partnership between the three levels of government in administering the social services, and the exercise of supervisory power by the state and federal governments; the growth of community groups, particularly the so-called "pressure" groups, and their assets and liabilities; the growth of union organization and its impact upon workers, the government, and service to the public; the problem of developing individual treatment in the midst of mass relief, with more analysis of the kind of people being served and the variety of their needs — in brief, a view of machinery as a means to an important end; the special problems arising in the field of civil service, including in-service training and personnel procedures as they relate directly to recent experience in public welfare administration; the relation between relief and employment and the extent of permanent relief; and the interrelationship of relief and social insurance from the long range point of view.

WILLIAM HODSON
Commissioner of Welfare
New York City

Factors in Behavior

NEGRO YOUTH AT THE CROSSWAYS, by E. Franklin Frazier. American Council on Education. 301 pp. Price $2.25, postpaid by Survey Associates, Inc.

IN this interesting study of the problems of personality development encountered by colored youth in borderline communities, Dr. Frazier, an eminent sociologist who has made unique contributions to the literature on Negro family life in America, critically examines the social and economic factors which tend to determine the behavior of Negro youth.

The significant feature of the book is the breakdown of the two hundred or more cases studied into economic classes, that is, "lower class," "middle class," and "upper class" groups. There will be sharp differences of opinion on the definition of terms and the selection of subjects for these three classifications, because we in America have not as yet come to accept the growing stratification of economic classes. But the stories told by Negro youth themselves of their hopes, disappointments, and outlook on life, show conclusively that their socio-economic status definitely conditions their attitudes and behavior.

While the author indicates in the beginning of the book that color differences are only one of the minor factors affecting the social status of the Negro within the group, he seems to overemphasize that factor throughout the discussion. Since most readers are apt to skip appendices, this reviewer suggests careful study of Appendix A and B which present Dr. Frazier's thesis in succinct form and an excellent abbreviated social survey of Washington, D. C.

This volume should be required reading for all serious students of social problems and especially for persons whose work brings them into contact with Negro youth. It is not too much to say that the future of democratic institutions in this country will be determined in large measure by the adjustment of Negro and white youth to a society that has found but limited use for their talents during the past ten years.

Executive Secretary EDWARD S. LEWIS
Baltimore Urban League

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NATIONAL ASSOCIATION FOR AID TO DEPENDENT CHILDREN, 1208 State Office Building, Columbus, Ohio; Esther McClain, Chairman. Promotes standards and improved administration through annual meetings, literature and studies. Individual membership; State Chairmen.

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COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Health

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway, at 58th St., New York. Dorothy Deming, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine. PUBLIC HEALTH NURSING.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

BIRTH CONTROL FEDERATION OF AMERICA—A clearing house cooperating with socal workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 22 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; Executive Vice President, D. Kenneth Rose.

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AMERICAN ASSOCIATION OF MEDICAL SOCIAL WORKERS, 844 Rush Street, Chicago. Its purpose is to improve standards of social work in hospitals, clinics, or other distinctly medical or psychiatric agencies, and to stimulate its intensive and extensive development.

Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of lesiure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

National Red Cross

THE AMERICAN NATIONAL RED CROSS—Administered through National Headquarters in Washington, D. C., and three Branch Offices in San Francisco, St. Louis and Washington, D. C. There are 3711 local chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, Civilian Relief. First Aid and Life Saving, Home and Farm Accident Prevention Service, Home Hygiene and Care of the Sick, Junior Red Cross, Nursing Service, Nutrition Service, Public Health Nursing, Volunteer Service and War Service.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Jane M. Hoey, President, Washington, D. C.; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-eighth annual convention of the Conference will be held in Atlantic City, N. J., June 1-7, 1941. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS—297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry, cooperatively; i.e., Christian social service in Migrant labor camps and U.S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1720 Chouteau Ave., St. Louis, Mo.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Karl J. Kaufmann, Chairman Ex. Com.; Mrs. Sophia M. Robison, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marian Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
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126 Newbury Street, Boston, Mass.
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UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Department of Social Welfare
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CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
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UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
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Louis E. Evans, *in charge*

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LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit, Michigan

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
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THE MONTREAL SCHOOL OF SOCIAL WORK
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